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# SUMMARY OF CITY AND COUNTY GENERAL PLANS



1986

Contra  
Costa  
County





**SUMMARY OF CITY AND COUNTY  
GENERAL PLANS**

**Prepared for the  
Comprehensive General Plan Review Program**

**November, 1986**

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## I. INTRODUCTION

### The Comprehensive General Plan Review Program

The Contra Costa County Board of Supervisors has authorized a review and update of the County's General Plan documents. The last comprehensive, countywide General Plan update was completed in 1963. Over the last two decades, the County's General Plan has evolved through the preparation of state-mandated plan elements, and through the adoption of individual area plans which have set policy in developing unincorporated areas such as East County, the San Ramon Valley and Rodeo. Scores of General Plan amendments affecting smaller areas were also adopted.

The Comprehensive General Plan Review program will provide a mechanism to consolidate and update Contra Costa County's individual General Plan elements into one document suitable for dissemination to the public, as well as to review the policies of individual cities and various agencies in a countywide context. The study was created as a means of bringing jurisdictions and the public together to discuss the County's established growth policies, review their impacts and to work toward a consensus regarding the County's direction in the short and intermediate time frame.

The General Plan revision process began in 1985 and is expected to take approximately two years. During the process, background technical studies will be prepared, an issues analysis will be conducted based upon citizen input, and a new, revised comprehensive plan will be prepared for introduction in the public hearing and adoption process. In addition to these main products, a series of issues, studies and reports on updated planning tools will be made available in order to prepare an effective implementation program for carrying out the policies of the General Plan. At completion of the work program, the County will have adopted a new "blueprint" to guide growth into the next century, as well as having enhanced its capabilities to plan for public improvements and facilities.

A 65-member citizens advisory committee called the Planning Congress composed of representatives from all 18 cities in the County, business, labor, environmental, agricultural and community organizations, has been appointed by the Board of Supervisors to oversee the program. The committee began meeting on a regular basis in August, 1986 and is expected to continue its work until a draft revised General Plan is prepared by late 1987.

### Purpose and Use of this Report

This report was prepared by the Community Development Department as the third in a series of background reports for the Comprehensive General Plan Review program. The first background report, Growth Trends (November, 1985), examined recent demographic and economic changes in the County, such as population and housing growth, jobs, agriculture, and traffic. Growth Trends will be



updated on an annual basis. The second background report, Summary of Agency Plans and Programs (May, 1986), analyzed the adopted plans, programs, and responsibilities of various regional, state, and federal agencies, and utility and transit districts which affect development in Contra Costa County.

This third background report summarizes the existing General Plans of all 18 cities in Contra Costa County and analyzes recent development activity and trends. The report examines the consistency or inconsistency of the city General Plans as contrasted with the land use designations and policies contained in the County's existing General Plan. The analysis looks at the consistency of plans within each city limits, as well as in each city's "Sphere of Influence" area (see definition below).

One of the purposes of this report is to determine if there are serious differences between the adopted growth policies of the cities and the County. This information will be discussed by the Planning Congress and appropriate actions will be taken to try to resolve most of the differences during the General Plan review program.

### **"Spheres of Influence" and "Planning Areas"**

Under California state law, every county in California (except San Francisco) must appoint a Local Agency Formation Commission (LAFCO), which adopts a "Sphere of Influence" area for each incorporated city and special district (such as a utility district). This Sphere of Influence is defined as "a plan for the probable ultimate physical boundaries and service area of a local governmental agency" (California Government Code Section 54774). The LAFCO uses it in reviewing proposed annexations to cities, the formation or expansion of special districts, and other activities related to municipal boundaries. Development within a city's Sphere of Influence may be approved and constructed under County jurisdiction, or in the alternative, a developer may request that a project involving lands within the Sphere be approved and annexed into the city, after the municipality has adopted a General Plan Amendment and zoning for the properties.

In contrast, the "planning area" for a city is any geographic area outside of the corporate limits which "bears relation to its planning" (Government Code Section 65300). A city may adopt General Plan land use designations and other growth policies for properties outside its immediate jurisdiction and even outside its Sphere of Influence (see Figure 1). The State of California General Plan Guidelines (1980, as amended) notes that:

Since issues do not respect political boundaries, the law provides for extraterritorial planning. Extraterritorial planning is a means by which a local government can formally indicate to its neighbors its concern for the future of the lands under its neighbors' jurisdiction. Cooperative extraterritorial planning can be used to guide the orderly and efficient extension of facilities and services, ensure the preservation of open space, agricultural lands, and resource conservation areas, and establish consistent development standards in the plans of adjacent jurisdictions. (Page 14)

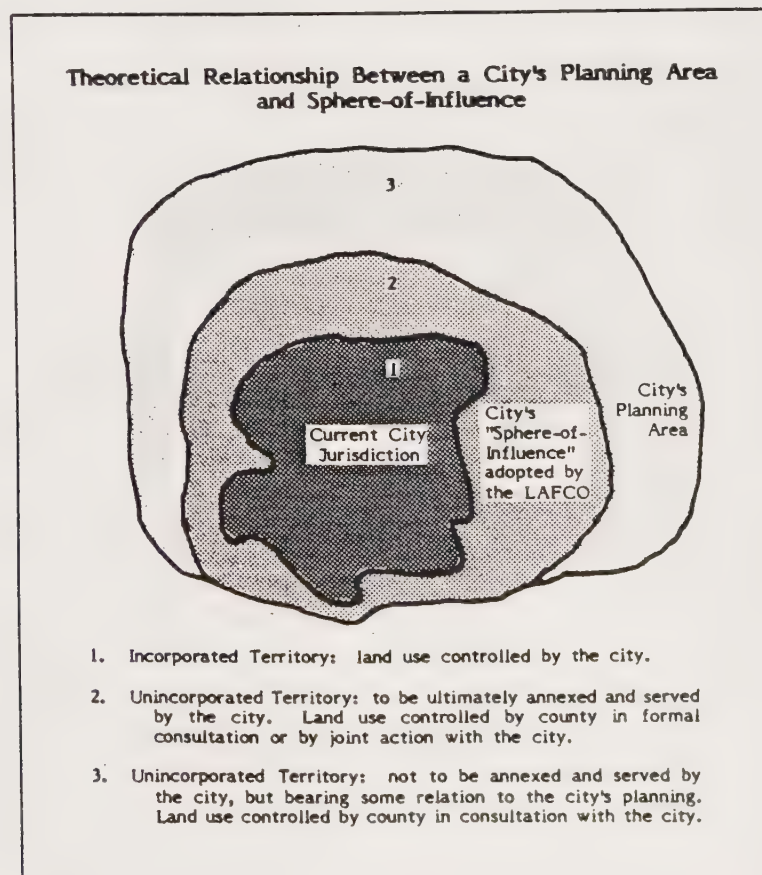




While it is important for cities to plan in their officially adopted Spheres of Influence and planning areas, it is likewise important for counties to address growth policies within the cities. The General Plan Guidelines states:

County general plans must cover incorporated and unincorporated territory, both private and public (including land and water), even though counties do not exercise direct regulatory control over incorporate areas. This is more than a question of land use designations: counties cannot simply ignore issues, such as housing, within incorporated cities on the basis that these should be adequately addressed in the cities' general plans. County general plan diagrams and policies, however, need not be as detailed and precise for incorporated areas as unincorporated ones. Rather, county plans should address the cumulative effects of the cities' plans, provide a countywide framework for urban expansion, and coordinate the policies and plans of the county and its cities.  
(Page 14)

Contra Costa County has initiated a General Plan Review program that takes into account sub-regional issues such as infrastructure financing and the jobs/housing balance. Many growth issues affect all of the cities, as well as the County, and, hopefully, they will be reflected in the updated General Plan policies and implementation program that is finally adopted.







## Gross Versus Net Acres

Most cities and counties measure residential densities in their General Plans in terms of the number of housing units allowed per acre of land. However, some cities calculate the number of units per gross acre, while Contra Costa County and several cities measure housing units per net acre. Gross acre calculations take into account the whole land area involved, while net acre measurements subtract out portions of a property that are devoted to roads or other non-residential uses, or are unbuildable because of sloping terrain.

In order to compare General Plan residential densities between cities that employ gross acreage categories and the County, which uses net acre densities, this report has translated some residential designations from gross to net acres. As a rule of thumb, areas of single family homes must subtract out approximately 25 percent of the land area, to account for driveways or otherwise unbuildable terrain. In the case of apartments or condominium construction, approximately 20 percent of the land area is assured to be used for non-residential purposes. Ultimately, however, the amount of buildable area is dictated by the unique topography and other features of individual parcels.

Thus, a General Plan land use designation which allows a density range of 3 to 5 single family homes per gross acre may actually permit a slightly higher density (3.75 to 6.25 units) per net acre, after subtracting out 25 percent of the property as unbuildable or devoted to internal circulation.

It should be noted, however, that some cities do not take into account net versus gross acres when calculating how many residential units can be built on a given parcel. Thus, this report's translation of gross into net densities for comparison purposes may unintentionally overestimate how many housing units could potentially be constructed in a given area with some cities.

## Acknowledgements

The Community Development Department staff would like to thank the numerous city officials who reviewed the draft chapters prepared for their jurisdictions. Many valuable comments were received from city planning departments during the review period and have been incorporated into this final report.

In particular, the Community Development Department would like to thank the following individuals: Ray Vignola (Antioch); Bob Selders (Brentwood); Val Alexeeff (Clayton); Chuck Gabrysiak (Concord); Chris Nassif (Danville); Paul Richardson (El Cerrito); Kevin Garrett (Hercules); Carlos Anglin (Lafayette); Marcia Raines (Martinez); Jean Safir (Moraga); Wayne Rasmussen (Orinda); Lillian Pride and Randy Jerome (Pittsburg); Dennis Mesick and Gary Campbell (Pleasant Hill); Jim Farah (Richmond); Wes Loran (San Pablo); Brian Faucht (San Ramon); and Brenda Gillarde (Walnut Creek).



## II. KEY FINDINGS

This lengthy report examines in detail the land use designations contained in the General Plans for the eighteen cities in Contra Costa County, and contrasts them with the designations of the County's General Plan. Comparisons were made for the area within the city boundaries, as well as for the lands within each city's Sphere of Influence. While some notable discrepancies were found between city and county plans in five Sphere areas (Antioch, Brentwood, San Ramon, Richmond, and Hercules), there were much more serious inconsistencies discovered within the city limits.

Because the County's General Plan has not been revised on a comprehensive, countywide basis since the early 1960's, some land use designations for areas within the cities dates back to that era. As individual cities have updated and amended their plans, often times these changes have not been reflected on the County's map. For example, the County's General Plan continues to indicate an industrial designation over much of the waterfront lands in Richmond, Hercules, Martinez, and Pittsburg, even though significantly different uses have been planned and approved by the cities.

Specifically, the following inconsistencies in the Sphere of Influence areas were discovered:

- o Antioch: The County General Plan designates much of the land in the southeastern Sphere as General Open Space, while the City has adopted a specific plan in the area calling for the construction of 15,000 homes.
- o Brentwood: The East County Area General Plan, adopted by the County in 1978, as amended, designates an Agricultural Core area of prime lands around the City; the Brentwood General Plan designates land northeast of the current City limits for ranchette development and lands in the western and southern Sphere as Planned Employment Centers.
- o San Ramon: The San Ramon Valley Area General Plan, adopted by the County in 1977, as amended, indicates General Open Space for the lands in the Dougherty Valley (most of the Gale Ranch) and for the lands on the westside of the City. The proposed San Ramon General Plan (pending approval at the time of this writing) plans housing development in both locations.
- o Richmond: In the El Sobrante area, the County plan is somewhat inconsistent with the adopted City plan, in terms of uses indicated along San Pablo Dam Road and the amount of residential development allowed in the hilly areas of San Pablo Ridge and along Castro Ranch Road.
- o Hercules: The County General Plan for the Franklin Canyon area along Route 4 designates properties near the existing golf course as Agricultural Lands, while the City of Hercules has recently amended their General Plan to allow construction of over 1,000 housing units and a major hotel/conference center.





### III. EAST COUNTY CITIES

Pittsburg  
Antioch  
Brentwood



## SUMMARY

East Contra Costa County includes the Cities of Pittsburg, Antioch, and Brentwood, as well as the unincorporated communities of West Pittsburg, Oakley, Knightsen, Byron, and Discovery Bay. However, only the County General Plan policies for the West Pittsburg and Oakley areas are discussed here, because portions of these communities fall within the adopted Spheres of Influence for the three cities.

East Contra Costa is expected to be one of the fastest growing areas in the entire San Francisco Bay region during the next two decades. Antioch alone is planning for new residential growth that will double the City's current population of 51,000 residents. Pittsburg's General Plan anticipates an ultimate population for the City and unincorporated West Pittsburg of 62,000 to 80,000 persons, compared to approximately 51,000 residents in the area now. In the Oakley area, a small portion of which is in the Sphere of Influence for Antioch and Brentwood, the County is reviewing a General Plan revision which could allow a ten-fold increase in the existing population of 5,000 residents. Equally ambitious is Brentwood's General Plan, which foresees the small community growing to become a city of 50,000 sometime in the next century.

Because growth is occurring so rapidly in East County, some major discrepancies can be expected when contrasting the General Plans for the Cities and County. Perhaps the greatest inconsistency is in the Southeast Antioch area, where the City has adopted a Specific Plan calling for the construction of 15,000 homes. The County plan for the area has not been updated and still indicates open space and agricultural uses. Differences in land use policies also exist in the Brentwood area. The City has planned significant concentrations of job generating uses in the western and southern Sphere of Influence areas, which are not reflected in the County plan. Brentwood also plans low density housing in the Sphere area northwest of the current City limits, which has been placed in an Agricultural Core designation by the County in order to preserve the prime soils.

In contrast, there are surprisingly few differences in the adopted General Plans for the large and growing West Pittsburg community. Both the City of Pittsburg and the County have adopted growth policies encouraging mixed uses along Willow Pass Road and a variety of single and multiple family housing elsewhere in the unincorporated area.

The most obvious inconsistencies between plans, however, occur within the incorporated areas. In some cases, the County General Plan has not been updated since 1963. Consequently, the County's designations do not reflect some significant land use changes made over the last two decades.





## CITY OF PITTSBURG

### Status of General Plan Elements

Land Use Element  
Circulation Element  
Conservation Element  
Open Space Element  
Seismic Safety Element  
Safety Element  
Recreation Element  
Housing Element  
Downtown Specific Plan



All elements included in the  
Pittsburg General Plan, adopted  
in 1980.

Updated element adopted in 1984.  
Adopted in 1986.

### Redevelopment Plans

Los Medanos Project Area

Adopted in 1979. Amended in 1983 to  
include three additional parcel (400  
acres). (Project area encompasses 80%  
of the city limits.)

### General Plan Land Use Categories

#### Pittsburg

#### Contra Costa County (West Pittsburg and Pittsburg Area)

#### RESIDENTIAL

Estate	(0-3.0)
Low Density	(3.1-7.0)
Medium Density	(7.1-17.4)
High Density	(17.5-24.0)

Single Family:	
Low Density	(1-3)
Medium Density	(3-5)
High Density	(5-7)
Multiple Family:	
Low Density	(7-12)
Medium Density	(12-21)
High Density	(21-29)

#### COMMERCIAL

Central Business District  
Shopping Center  
Local Commercial  
General Commercial  
Recreational Commercial

Commercial  
Retail Shopping  
Neighborhood Business  
Commercial Recreation  
Willow Pass Road Mixed Use  
Corridor



## General Plan Land Use Categories (continued)

### Pittsburg

### Contra Costa County (West Pittsburg and Pittsburg Area)

#### OFFICE

Professional Office

Office

#### INDUSTRIAL

Industrial Park  
Warehouse/Storage  
Manufacturing/Processing

Industry  
Light Industry

#### PUBLIC RELATED

Public Facilities  
Schools  
Utilities

Public and Semi-Public

#### OPEN SPACE

Open Space  
Parks and Recreation  
Hillside/Grazing

General Open Space  
Parks and Recreation  
Water

#### AGRICULTURE

(none)

Agricultural Preserve

## Discussion of Plans

The Pittsburg General Plan, consisting of all the State mandated elements, was adopted in 1980. The single document is not divided into conventional element chapters, but rather cross references all specific element policies and implementation programs that are scattered throughout broad chapters (Urban Development and Community Design, Natural Environment, and Residential Environment, Economic Development, and Public Services and Facilities). The General Plan is fairly brief, consisting of only 40 pages. A detailed analysis is included in the Technical Appendix and the Master Environmental Assessment prepared for the General Plan program. In addition, the General Plan incorporates by reference the previous Open Space and Recreation Element, adopted in 1979. A revised Housing Element containing updated information from the 1980 U.S. Census was adopted in 1984.





The City has recently contracted with a private consultant to update the General Plan and rewrite the City's 1955 Zoning Ordinance. City planning staff hope to have a new adopted General Plan in place by mid-1987.

The planning area depicted on the Pittsburg General Plan map includes all of the large unincorporated community of West Pittsburg and extends south to the Concord Naval Weapons Station boundary and eastward into the U.S. Steel properties, a portion of which has since been annexed by the City of Antioch (see Map 1). The majority of the residential neighborhoods in Pittsburg are designated for low density housing (3.1 to 7.0 units per net acre). Areas for medium and high density apartments are located in the downtown business district; west of Pittsburg High School; near the intersection of Loveridge and Buchanan Roads; between Highway 4 and East 4th Street, east of Range Road; and on a portion of the Baker property near the Antioch border. However, a pending amendment to the Pittsburg General Plan will remove the housing designation on the Baker parcel.

The 1980 General Plan is based upon an ultimate holding capacity for the City of 62,000 to 80,000 residents. The land use designations on the General Plan map were based on the assumption that the planning area population would increase by 11,600 residents between 1975 and 1990. However, the combined population of the City of Pittsburg and unincorporated West Pittsburg has grown from approximately 33,350 residents in 1975 to 50,600 residents in 1985, so the 15 year population projections included in the General Plan have proven to be extremely low in comparison to recent development trends. Association of Bay Area Governments' (ABAG) projections indicate that the surge of new home construction in the Pittsburg area will slow somewhat during the next decade, with the planning area gaining approximately 6,000 new residents by 1995 and another 7,000 residents by 2005.

Most of the new single family residential construction over the last several years has occurred in the foothills south of Highway 4, with some infilling of parcels with apartment complexes closer to the highway. As in the case of neighboring Antioch, during the last year the City of Pittsburg has approved over one thousand units of multiple family housing. One of the most important projects, in terms of revitalizing the City's depressed downtown area, has been the construction of 160 townhouses by Whitecliff Homes (Bay Harbor Park). The company has recently received approval to construct another 370 townhouses and a 120 berth private marina in Phase II of the project.

In terms of commercial land use designations, the 1980 Pittsburg General Plan includes these categories: Central Business District, Shopping Center, Local Commercial, General Commercial, and Recreation Commercial. Development policies for the downtown business district of Pittsburg are further defined in the recently adopted Downtown Specific Plan (see discussion below). The 1980 plan calls for the construction of shopping centers at five locations (see Map 1). One site at the intersection of Willow Pass Road and Port Chicago Highway in unincorporated West Pittsburg is currently undeveloped. The locations of new shopping centers within the City limits are at Bailey Road/West Leland Road (an application to construct the Oak Hills center is pending); Railroad Avenue/Buchanan (undeveloped); East Leland/Loveridge Roads (undeveloped);







MAP 1  
GENERAL PLAN

- RESIDENTIAL**
- 1 ESTATE 0 - 3.0 UNITS/NET AC
  - 2 LOW DENSITY 3.1 - 7.0 UNITS/NET AC
  - 3 MEDIUM DENSITY 7.1 - 17.4 UNITS/NET AC
  - 4 HIGH DENSITY 17.5 - 24.0 UNITS/NET AC

- COMMERCIAL**
- CBD CENTRAL BUSINESS DISTRICT
  - SC SHOPPING CENTER
  - LC LOCAL COMMERCIAL
  - PO PROFESSIONAL OFFICE
  - GC GENERAL COMMERCIAL
  - RC RECREATIONAL COMMERCIAL

- INDUSTRIAL**
- IP INDUSTRIAL PARK
  - WS WAREHOUSE/STORAGE
  - MP MANUFACTURING/PROCESSING

- OTHER**
- PF PUBLIC FACILITIES
  - S SCHOOLS
  - U UTILITIES
  - PR PARKS AND RECREATION\*
  - OS OPEN SPACE
  - HS HILLSIDE/GRAZING

- CIRCULATION**
- PBS POTENTIAL BART STATION SITE
  - FBE FREEWAY/FUTURE BART EXTENSION
  - PFI PROPOSED FREEWAY INTERCHANGE
  - MT MAJOR THOROUGHFARE
  - CS COLLECTOR STREET
  - R RAILROAD
  - NMT NON-MOTORIZED TRAIL
  - NTA NOISE TREATMENT AREA

\* CIRCULAR SYMBOLS INDICATE GENERAL LOCATIONS ONLY.

ADOPTED BY  
Planning Commission,  
July 22, 1980, Resolution 1485  
City Council,  
November 3, 1980, Resolution 80-6588

CITY OF  
PITTSBURG,  
CALIFORNIA

GENERAL  
PLAN  
REVISION  
PROGRAM  
1979 - 80



**DUNCAN & JONES**  
Urban & Environmental Planning Consultants





and the northwest quadrant of the Highway 4/Somersville Road interchange (the site is proposed for development by the Seeno Construction Company, owners of the Baker parcel). In addition, a 1986 General Plan Amendment designated a shopping center at Harbor Street/Atlantic.

The General Plan notes that the areas designated as General Commercial are intended to recognize existing locations of strip commercial or mixed commercial-industrial uses. These areas, however, are not intended to be expanded, although individual businesses can expand without becoming non-conforming under zoning regulations.

A policy of the plan states that "an effort will be made to convert declining areas of strip commercial development to multi-family housing and other appropriate uses" (Page 27). The only two locations where the General Commercial designation is employed are in the downtown blocks bounded by Railroad Avenue, Solari Street, and the Santa Fe and Southern Pacific railroad tracks; E. Leland at Standard Oil Avenue; and along Willow Pass Road (unincorporated).

The Recreation Commercial designation is applied to all waterfront properties near the downtown, including a city sponsored marina redevelopment project. The George Lowy Marina, consisting of 330 berths, a boat repair yard, restaurants, and other facilities, is presently under construction. The General Plan notes that higher density housing may also be allowed in this area.

The General Plan map shows large amounts of land designated Manufacturing/Processing, representing existing heavy industry along the shoreline (see Map 1). The City plan also sets aside several areas as Industrial Park or Warehouse/Storage. Planned industrial parks are located north of Highway 4, east of Loveridge Road (part of the Baker property); south of Highway 4, between Railroad Avenue and Loveridge (The Stoneman Industrial Park); along both sides of North Parkside Drive; and in West Pittsburg (the former Shell property). The only areas designated for Warehouse/Storage uses are the unincorporated Pacific Gas & Electric properties adjacent to the Southern Pacific, Santa Fe, and Union Pacific railroad tracks.

Major Open Space areas indicated on the Pittsburg General Plan include the P. G. & E. transmission line right of way running in a north-south direction the length of the City limits; Browns, Winter, and Mallard Islands; and large salt marshes along the shoreline in West Pittsburg and Antioch. Large Parks and Recreation areas include marshlands near Mallard Island and the McAvoy yacht harbor; and the contiguous parcels of the Pittsburg Golf Course and Stoneman Park. The plan map also proposes three new parks in the West Pittsburg areas, two new parks in the city, and designates a network of trails along the EBMUD aqueducts, the Contra Costa Canal, the Standard Oil pipeline (along Somersville Road) and the P. G. & E. property from McAvoy harbor to the existing Martyr Park in downtown Pittsburg.

In terms of roadway improvements, the General Plan shows two new Highway 4 interchanges at Standard Oil Avenue (funds for initial construction already allocated by the State Transportation Commission), and at Range Road (no funding yet allocated). An extension of Leland Road westward from Bailey road is shown,





as well as a possible realignment of the Port Chicago Highway, crossing Highway 4 at the Willow Pass interchange and continuing southwest to Concord (see Map 1). The plan also indicates a new limited access arterial roadway to be constructed between Kirker Pass Road and Somersville Road, serving as a westerly extension of James Donlon Boulevard. (The proposed alignment for the new arterial is south of both the City limits and the adopted Sphere of Influence.

A Downtown Specific Plan was adopted by the Pittsburg City Council in April, 1986. The plan divides the downtown area into four study zones and details separate development standards for each zone. The standards supercede all other plans and ordinances for the downtown areas, unless others are incorporated by reference.

The Los Medanos Project Area redevelopment plan, covering 70% of the land area in the City, was adopted in 1979 (see Map 2). The intent of the plan was to use property tax increments from the construction of new single family homes in the southern portion of the City to revitalize blighted housing and commercial properties in the downtown and fund infrastructure improvements in developing areas. The redevelopment plan was amended in 1983 to include three additional parcels: the 200 acre Baker parcel, the old Stanley Works industrial site along Parkside Drive (150 acres), and a 50 acre parcel on Kirker Pass Road. As part of the amendment, the City agreed to pass along 31% of the tax increment funds derived from the expanded redevelopment properties to the County and the Riverview Fire Protection District. The City has recently prepared a Specific Plan for the Baker parcel.

### **Discussion of Other Relevant Plans or Ordinances**

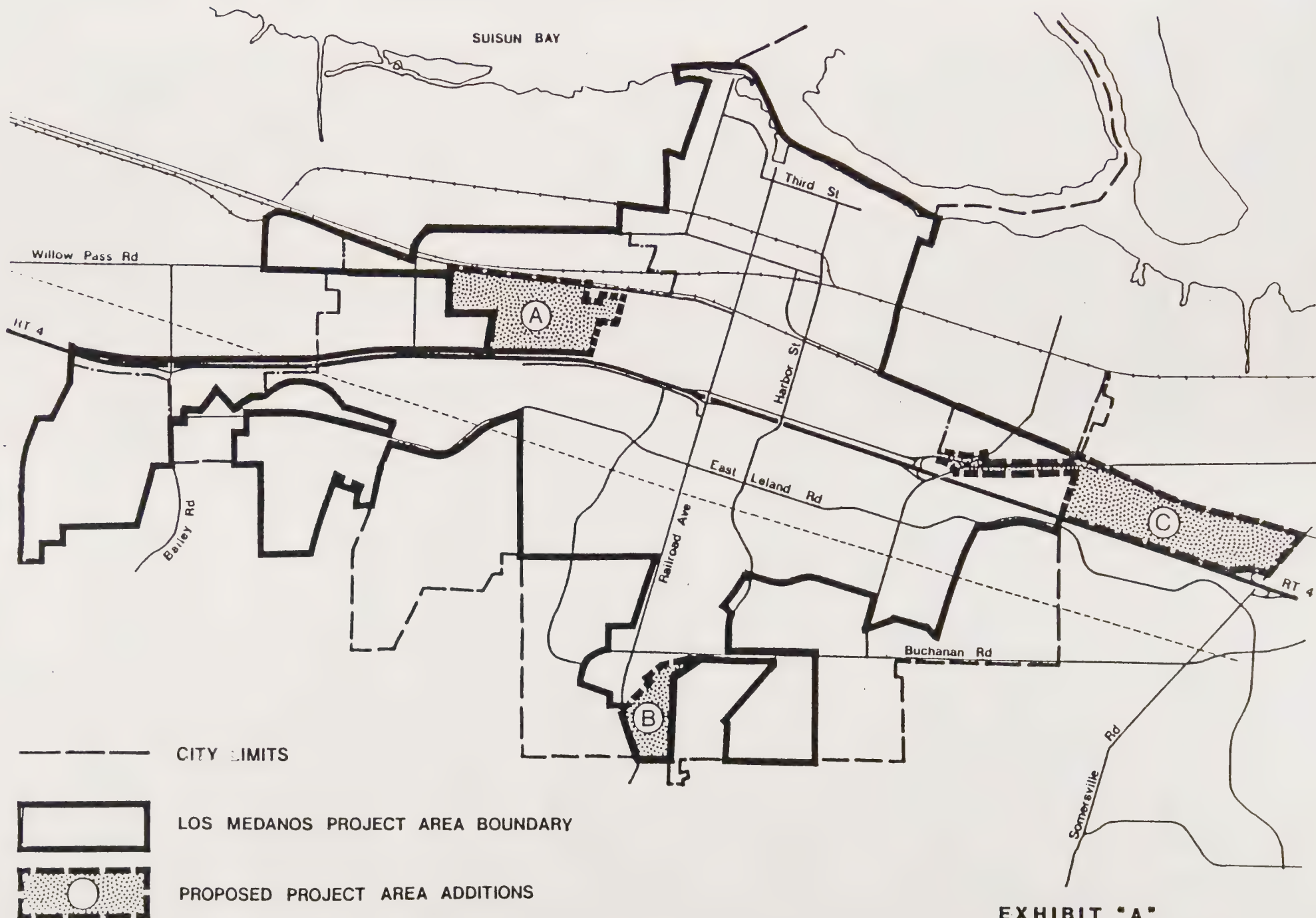
The City of Pittsburg adopted a Hillside Planned Development Ordinance in 1984. The lengthy ordinance sets development standards for all further construction in the hills located by tying the number of units allowed to the average natural slope of the land. Under the provisions of the ordinance, 2.5 residential units are permitted for every gross acre of development if the average slope is between 20% and 25%, 1.5 units are permitted on average slopes of between 30% and 35%, and 0.5 units per gross acre are allowed for lands that slope an average of 40%.

In addition, the ordinance provides for bonuses of additional residential units to be allowed (up to 25% increase in density) if a number of site planning conditions are met. These conditions deal with preservation of ridgelines; provision of open space; site design that complements the natural terrain or orients living areas to views; energy conservation design; contribution to on- or off-site improvements; and inclusion of a minimum number of units reserved for low and moderate families.

### **Consistency of Plans in the Sphere**

The Pittsburg Sphere of Influence boundary adopted by the Local Agency Formation Commission (LAFCO) is contiguous with the Antioch City limits on the east (excluding Winters Island and the eastern half of the Chevron tank farm property). On the south, the Sphere boundary is the same as the Pittsburg City





LOS MEDANOS COMMUNITY DEVELOPMENT PLAN - AMENDMENT II

MAP 2

EXHIBIT "A"

Community Redevelopment Agency  
Of The City Of Pittsburgh

0 .5 1.0 Mile







limits. To the west the Sphere of Influence for the City includes all of unincorporated West Pittsburg and extends into the Concord Naval Weapons Station property at Port Chicago (see Map 3).

The 1980 Pittsburg General Plan includes several policies and implementation measures which discuss the need for coordination between the City and County, primarily in the West Pittsburg area. Specifically, the first policy statement in the plan calls for the coordination of planning activities with the County and appropriate service districts in West Pittsburg, and states that contiguous areas proposed for major new developments will be annexed into the City whenever feasible. An implementation measure "encourages the County to prepare a West Pittsburg Amendment to the County General plan in conformance with the adopted Pittsburg General Plan" (Page 11). The West Pittsburg Area General Plan, as discussed below, is in substantial compliance with the City Plan and was adopted by the County as a General Plan amendment in 1982.

In terms of agricultural lands, another policy states that the City "will attempt to develop cooperative agreements with the County" to preclude urban development approvals in unincorporated Sphere areas that are designated by the City for Hillside/Grazing, until after the City has completed a study of the particular area (Page 16).

The Pittsburg General Plan also calls for coordination with the County and other agencies when preparing watershed improvement programs and housing assistance efforts. A policy of the City plan states that industrial development will be coordinated with the County, the City of Antioch and other relevant agencies "to stimulate the sound economic development of Pittsburg and all of East County" (Page 28). The implementation of this policy is to institute a referral process whereby City staff may participate in the planning and development review process for all industrial applications in the Sphere area.

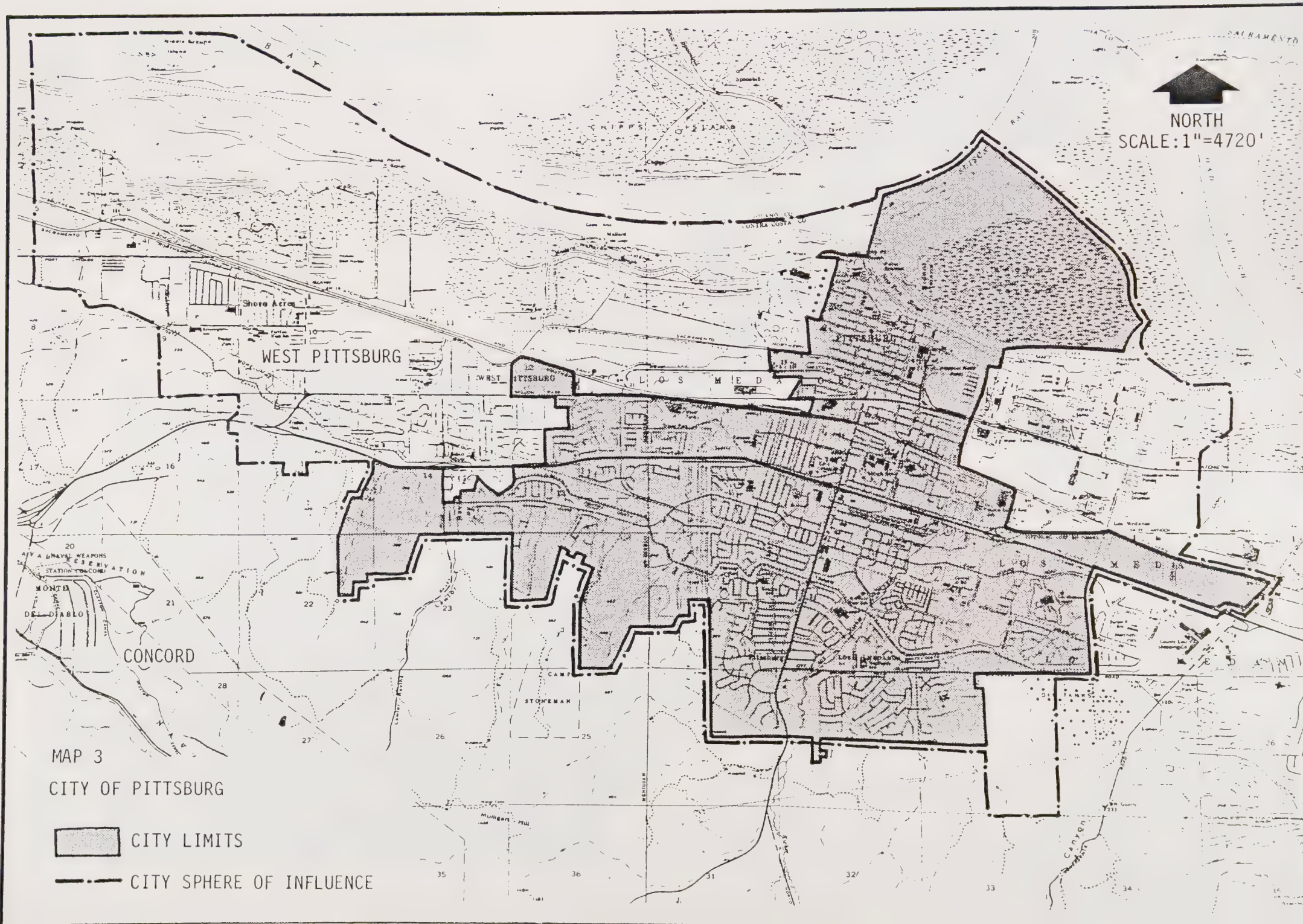
In terms of specific land use designations, in the eastern Sphere of Influence area there is no inconsistency between the General Plans of the City and County. All of the property within the Sphere area is designated for industry in both plans, except for the marshlands owned by U.S. Steel at Antioch Point.

Considering how large the Sphere area is on the west side, there is surprisingly little inconsistency between the City's General Plan and the West Pittsburg Area General Plan adopted by the County in 1982. Along the shoreline, the city has designated the P. G. & E. lands as Utility, while the County shows them as General Open Space and Industry. The McAvoy Harbor area is indicated for Park and Recreation use on the City plan, while the County shows the same designation for the land west of the marina (see Map 4).

Both plans encourage mixed uses along Willow Pass Road. An implementation measure of the City plan states that Pittsburg will "cooperate with the County to encourage the redevelopment of abandoned and marginal strip commercial uses along Willow Pass Road, and upgrade the visual character of businesses in this area (Page 31). The County plan created a special Willow Pass Road Mixed Use





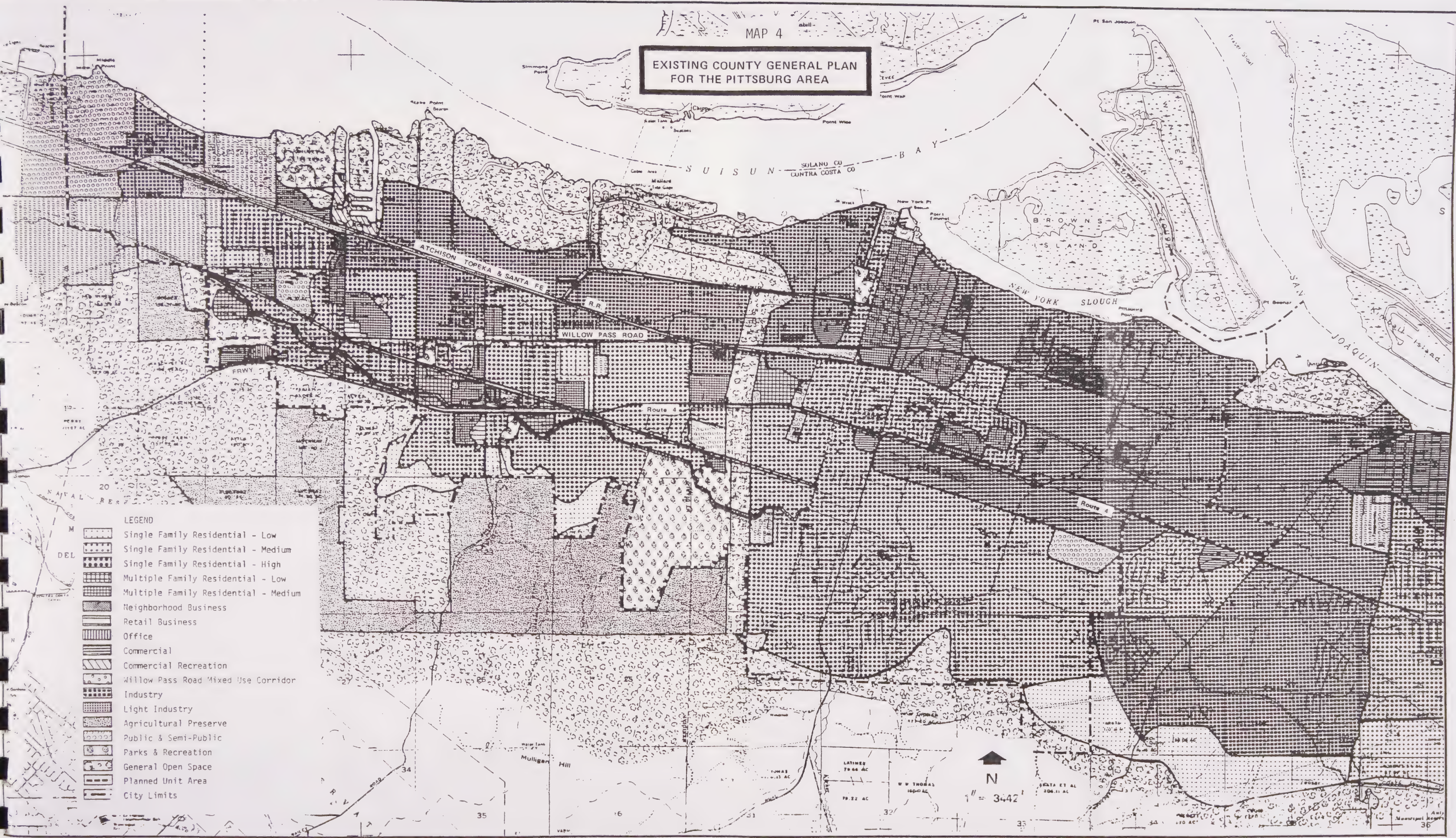






MAP 4

EXISTING COUNTY GENERAL PLAN  
FOR THE PITTSBURG AREA



LEGEND

- Single Family Residential - Low
- Single Family Residential - Medium
- Single Family Residential - High
- Multiple Family Residential - Low
- Multiple Family Residential - Medium
- Neighborhood Business
- Retail Business
- Office
- Commercial
- Commercial Recreation
- Willow Pass Road Mixed Use Corridor
- Industry
- Light Industry
- Agricultural Preserve
- Public & Semi-Public
- Parks & Recreation
- General Open Space
- Planned Unit Area
- City Limits

N

1" = 3442'





Corridor" designation which allows a wide range of activities and encourages the assembly and consolidated development of frontage parcels. The City plan includes areas that are shown for General Commercial and medium to high density housing.

One area of inconsistency between the City and County plans exists between Willow Pass Road and North Parkside Drive, immediately west of the Pittsburg City limits. Here the County has designated the P. G. & E. properties for unrestricted industry while the City has planned the area as a regulated Industrial Park.

Immediately south and west of the Willow Pass interchange at Highway 4, the City map indicates an area of single family homes, while the County designates the land for General Open Space. The properties between Evora Road and the Contra Costa Canal are included in a Planned Unit Area in the County plan, with individual areas designated for Light Industry, Office and Multiple Family Residential - Low Density. The Pittsburg map shows all of this land in Hillside/Grazing uses.

Finally, the West Pittsburg Area General Plan adopted by the County does not show any planned arterial road connecting Somersville Road and Kirker Pass Road, as the City plan does. (The proposed alignment of this limited access arterial is south of the adopted Pittsburg Sphere of Influence boundary). Likewise, the extension of Leland Road westward from Bailey Road to an intersection near the Highway 4/Willow Pass Road interchange is not indicated on the County plan, but is included in the City map.

### **Consistency of Plans Within the City**

The County General Plan map for land within the City of Pittsburg is very generalized and only indicates five predominant land uses (Single and Multiple Family Residential, Industry, Commercial, General Open Space, and Public and Semi-Public). Almost all of the residential areas in the City are designated for one density: Single Family Residential - High Density (5 to 7 units per net acre). This category is relatively consistent with the predominant residential designation used in the City plan, Low Density (3.1 to 7.0 units per net acre).

The Arata property, west of Somersville Road and south of the Chevron tank farm, is shown on the County map for Single Family Residential - Low Density (1 to 3 units per net acre). This is not consistent with City plans, which call for Low Density housing (3.1 to 7.0 units per acre). The County plan does not recognize the pockets of medium and high density housing designated south of East Leland Road and Buchanan Road.

The County General Plan indicates a wider area of multiple family housing around the downtown business district than the City map. The downtown retail area is also drawn to indicate too many blocks devoted to commercial uses on the County plan, while the locations of planned or existing shopping centers in the City are not shown.



The greatest discrepancy, however, between the plans of the two jurisdictions concerns industrial lands. The County General Plan does not differentiate between types of industry, and so shows a large swathe of the Industry designation over the eastern side of the City. The Pittsburg General Plan specifies a large area south of Highway 4 as an Industrial Park (the former Stoneman property). Finally, the County plan shows only half the area of the Los Medanos Junior College campus as Public and Semi-Public.





## CITY OF ANTIOCH

### Status of General Plan Elements

Land Use Element	}	All elements (except Housing) were adopted in 1975 and consolidated into one document in 1981.
Circulation Element		
Environmental Resource Management Element		
Seismic Safety Element		
Safety Element		
Noise Element		
Community Facilities Element		
Housing Elements		Updated and adopted in 1985.
Southeast Antioch Specific Plan		Adopted in 1982.
East Antioch Specific Plan		Adopted in 1981.

### Redevelopment Plans

Antioch Redevelopment Plan	Adopted in 1979.
Redevelopment Plan for Project No. 2	Adopted in 1984.

### General Plan Land Use Categories

	<u>Antioch</u>		<u>Contra Costa County</u> <u>(Antioch and East County Area)</u>	
		RESIDENTIAL		
	<u>Units/Gross</u> <u>Acre</u>	<u>Units/</u> <u>Net Acre</u>		<u>Units/</u> <u>Net Acre</u>
Low Density	(up to 2) (up to 4) (up to 6)	(up to 2.5) (up to 5.0) (up to 7.5)	Single Family:	
			Low Density	(1-3)
			Medium Density	(3-5)
			High Density	(5-7)
Medium Density	(up to 10)	(up to 12)	Multiple Family:	
			Low Density	(7-12)
Multiple Density	(up to 15) (up to 20)	(up to 18) (up to 24)	Medium Density	(12-21)
			High Density	(21-29)

\*Assumes 25% of the land for single family homes, and 20% for multiple family housing, is reserved for other uses (roads, etc.).



General Plan Land Use Categories (continued)

Antioch

Contra Costa County  
(Antioch and East County Area)

COMMERCIAL

General Commercial  
Neighborhood/Community/Regional  
Commercial

Commercial

OFFICE

Office and Administration

Office

INDUSTRIAL

Light Industrial Park  
Heavy Industrial

Light Industry  
Industry

PUBLIC RELATED

Schools  
Community Facilities

Public and Semi-Public

OPEN SPACE

Mini/Neighborhood/Community/  
Regional Park  
Special Use Facility  
Water  
Open Space

General Open Space  
Parks and Recreation

AGRICULTURE

Agriculture

Agricultural Preserve  
Agriculture-Residential (East  
County)  
Agriculture-Recreation (East  
County)  
Agricultural Core (East  
County)  
Interim Agriculture (East  
County)



## Discussion of Plans

The Antioch General Plan, consisting of all state-mandated elements plus two optional elements (Community Facilities and Community Design), was originally adopted in 1975. The General Plan was consolidated into one document in 1981, which summarizes all previously adopted policies. The City has recently hired a consultant and is actively revising their entire General Plan. A citizens advisory group called Horizon 2000 has been formed and is meeting on a regular basis. An updated plan is expected to go to public hearing in late 1987.

In 1981 General Plan policies were based upon a future city population of approximately 60,000 residents. Specific policies express the intent to retain the City's image and character as "a desirable low density river-foothill oriented residential community."

The planning area depicted in the Antioch General Plan extends to the City of Pittsburg boundary on the west, to Route 4 and the Southern Pacific railroad tracks on the east, and to Contra Loma/Black Diamond Mines Regional Parks on the south. Much of the developed residential area of the City is designated in the plan for low density homes (up to six housing units per acre). Light and heavy industrial uses are designated on both the east and western sides of the City along the waterfront (see Map 1). Several Special Use (recreation) Facilities are located along the waterfront. The only portion of the planning area which is designated as an Integrated Planned Community is the municipal and unincorporated lands on the east side, between the SP and ATSF railroad tracks.

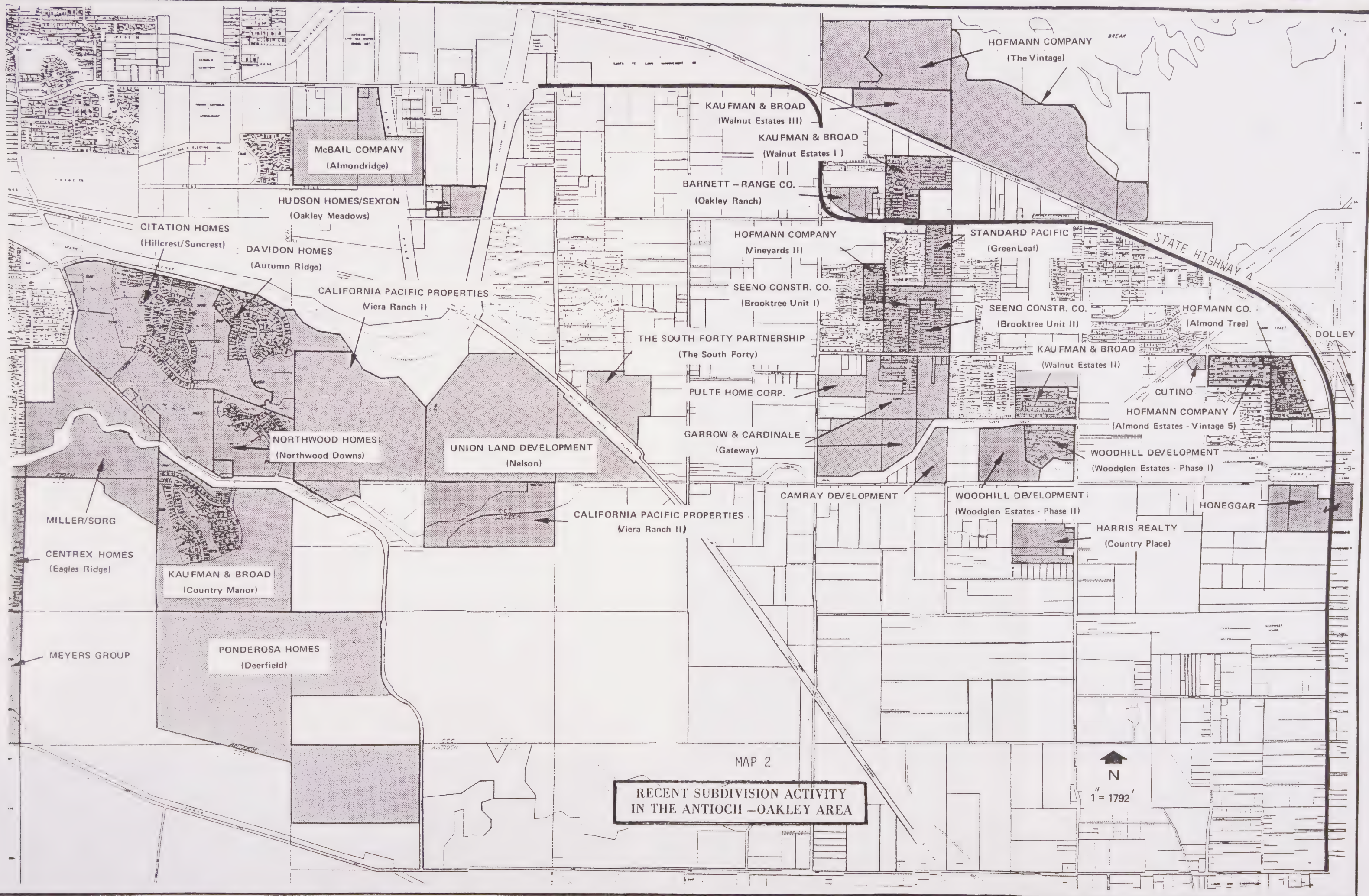
Two specific plans which have been adopted by the City have significantly altered the original population forecast found in the 1975 General Plan. The Southeast Antioch Specific Plan (1982) calls for the development of 15,000 housing units on 3,700 acres south of Highway 4, west of the Southern Pacific railroad tracks, and north of Lone Tree Way. Based upon the additional planned housing, the General Plan population projection for Antioch has been increased from 60,000 residents to an expected population of 110,000.

Association of Bay Area Governments' (ABAG) projections indicate that the Antioch area will experience a greater amount of growth during the next decade, over 14,000 people between 1985 and 1995, than any other location in Contra Costa County. During the next ten-year period, Antioch's population is expected to grow even faster, mushrooming by 26,000 additional residents between 1995 and 2005. Antioch's growth is expected to surpass population increases that are projected to occur in the Brentwood, Oakley and Byron areas combined. ABAG predicts that 91,000 residents will live in Antioch by the year 2005, making it the third largest city in the County after Concord and Richmond.

A significant amount of residential development (several thousand units) is either pending, has been recently approved, or is under construction in the Southeast Antioch area (see Map 2 and accompanying Table 1). The City has annexed a portion of the Specific Plan area over the last several years, although some large parcels still remain under County jurisdiction. Numerous national homebuilders such as Centex, Citation, Davidon, Kaufman & Broad, Ponderosa, Warmington and the Meyers Group are active in the area.







RECENT SUBDIVISION ACTIVITY  
IN THE ANTIOCH - OAKLEY AREA

MAP 2

N  
1" = 1792'





TABLE 1

RECENTLY APPROVED AND PLANNED  
RESIDENTIAL PROJECTS IN  
SOUTHEAST ANTIOCH

Applicant/Developer -----	Lots/Acreage -----	Status -----
Davidon Homes (Autumn Ridge)	103 lots/32 ac.	Under construction. Units for sale.
Citation Homes (Hillcrest & Suncrest)	371 SF lots & 28 condos/ 185 ac.	Under construction. Units for sale. Some units occupied.
Kaufman & Broad (Country Manor)	290 SF lots & 294 TH/ 159 ac.	Most SF units occupied.
Northwood Homes (Northwood Downs)	188 lots/47 ac.	Under construction, some units occupied.
Centex Homes (Eagle Ridge)	532 lots/165 ac.	Under construction.
McBail Company (Almondridge)	641 lots/118 ac.	Under construction. Modifying plans to include patio units.
Myers Group	464 SF lots & 368 condos, TH/ 150 ac.	Preliminary plan approved. Includes 12 ac. commercial uses.
Hudson Homes/Sexton (Oakley Meadows)	18 SF lots & 150 condos/ 13.8 ac.	Under construction.
California Pacific Props. (Viera Ranch I)	403 lots/72 ac.	Will modify prelim dev plans to include some multiples.
California Pacific Props. (Viera Ranch II)	194 lots/57 ac.	Will modify prelim dev plans to include some multiples.
Union Land Devmt. (Nelson Ranch)	642 lots/186 ac.	Will modify prelim dev plans to include some multiples and accomodate Rt. 4 relocation.
Ponderosa Homes (Deerfield) Broadmoor/Lusk	1,623 lots/326 ac. (total) (243 lots)	Under construction. Ponderosa has sold land to Broadmoor and another developer.
Presley Homes (Granada Hills)	298 SF lots, 174 patio homes, 182 apts.	Preliminary plan pending.



TABLE 1 (con.)

Prewitt/Homestead (Canada property)	305 SF lots, 264 patio homes, 140 apts.	Pending. Includes 40 acre of commercial.
Ho Ti Chin	552 units, 46 apts/ 160 acres	Pending.

Source: Antioch Dept. of Development  
Services; Contra Costa County  
Community Development Dept.

Note: Status as of November, 1986.





The Southeast 1982 Antioch Specific Plan calls for six distinct neighborhood units, each composed of a variety of residential densities, architectural types, housing costs, and rent levels (see Map 3). Each neighborhood is to consist of 400 to 1,200 acres (up to 3,500 dwelling units) and is to include neighborhood services such as elementary schools, parks, and playgrounds. The plan designates approximately 250 acres for low density (4 units/acre) homes (a total of 1,400 units); 900 acres for low-moderate density (6 units/acre) homes (5,000 units); 700 acres for low density (10 units/acre) multiple family housing (6,200 units); and 150 acres for high density (20 units/acre) multiples (2,800 units). The estimated population of the southeast Antioch area at buildout is 44,425 residents.

The plan also designates a large amount of open space area (over 2,500 acres or one-half of the planned community). The open space areas serve as outdoor recreation sites and preserve the most important hillside and hilltop features from development. A large 1,120 acre area adjacent to the Southern Pacific railroad tracks is designated as Interim Agriculture, a temporary land use category to be applied until further planning has been completed by the city (see Map 3). Although it is not stated in the specific plan, the City's policy is to reserve this area for future job generating uses to employ southeast area residents.

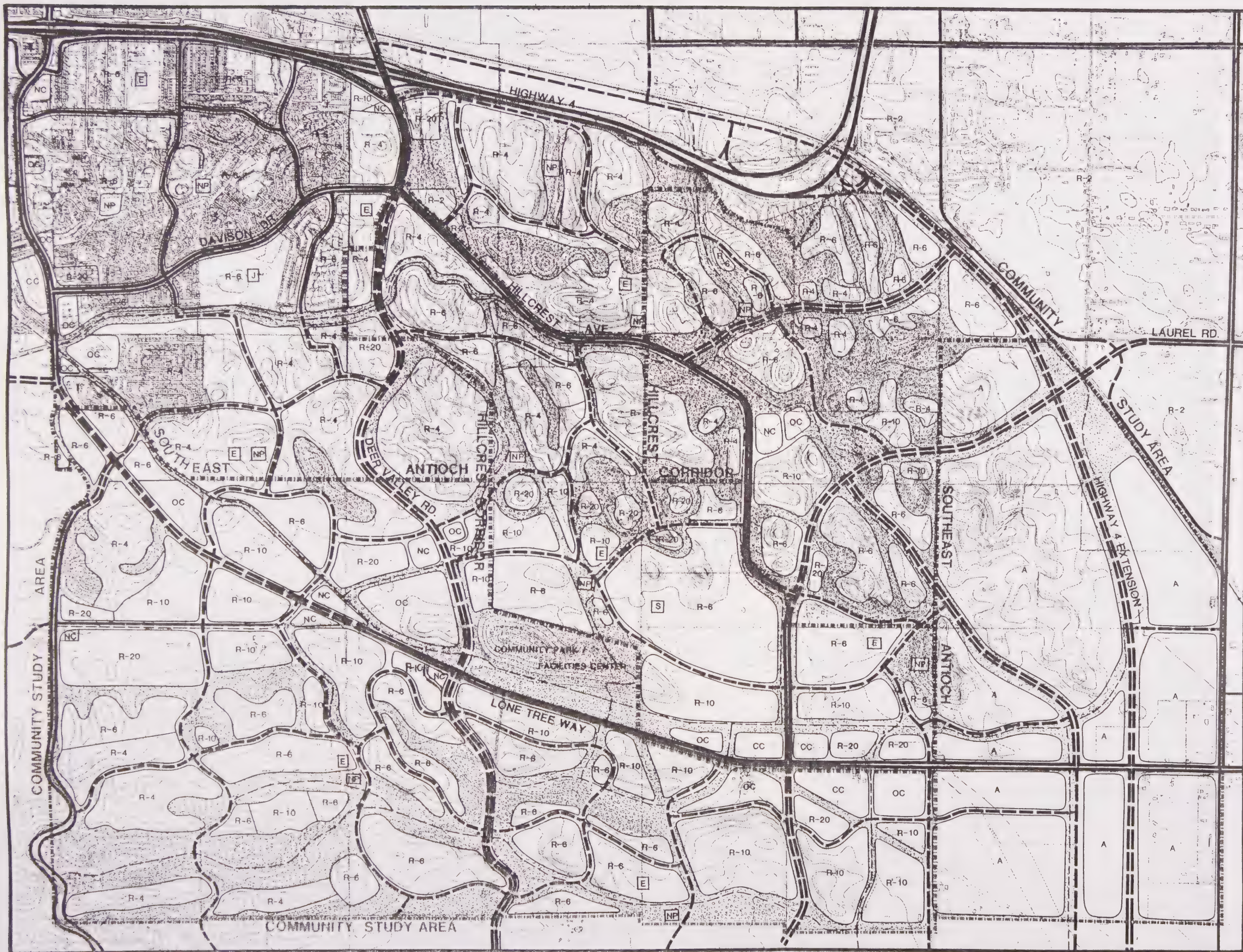
The Southeast Antioch Specific Plan indicates major improvements to the circulation system in the area, including the widening of Hillcrest Avenue, the construction of a new Viera-Nelson Road and Lone Tree Way cut-off, and extensions of Deer Valley Road, Sand Creek Road, and Laurel Road (see Map 3). These improvements are to be funded by the developers through an assessment district-type mechanism. The plan also shows the realignment of State Highway 4 just west of the SP railroad tracks.

The second document which has significantly amended the 1975 General Plan is the East Antioch Specific Plan (1981). The East Antioch area consists of 570 acres bounded by Highway 4 on the south and east, and Victory Highway on the north. Over 200 acres on either side of the Southern Pacific railroad tracks (currently under County jurisdiction) are designated in the plan for industrial development, while 190 acres north of Oakley Road are set aside for low and moderate density housing (see Map 4). The McBail Company's Almondridge subdivision of 640 single family homes is currently under construction in the area. An additional 1,100 homes could be constructed under the plan. The East Antioch Specific Plan also calls for 26 acres of commercial development at the Victory Highway/Highway 4 interchange. The location, currently in the County, is seen as a crucial gateway to the entire east side of Antioch.

The only other significant amendment to General Plan policy adopted by the city is a change in the land use designation for waterfront properties in downtown Antioch. The original General Plan map indicated several land use categories on the waterfront, including heavy and light industrial, general commercial, open space, and Special Use Facility (recreation). These categories have been augmented with a Downtown Waterfront designation, which allows a mixture of uses through a Planned Development or Specific Plan process. Only one waterfront property has been designated and developed under the Downtown Waterfront







MAP 3

# LAND USE PLAN

## RESIDENTIAL

- R-2 LOW DENSITY: UP TO 2 DU/GA
- R-4 LOW DENSITY: UP TO 4 DU/GA
- R-6 LOW DENSITY: UP TO 6 DU/GA
- R-10 MEDIUM DENSITY: UP TO 10 DU/GA
- R-20 HIGH DENSITY: UP TO 20 DU/GA

## COMMERCIAL

- OC OFFICE COMMERCIAL
- NC NEIGHBORHOOD COMMERCIAL
- CC COMMUNITY COMMERCIAL

## INDUSTRIAL

## RESOURCE MANAGEMENT

- A INTERIM AGRICULTURAL

## RECREATION & OPEN SPACE

- OPEN SPACE
- NP NEIGHBORHOOD PARK

## PUBLIC FACILITIES

- E ELEMENTARY SCHOOL
- J JUNIOR HIGH SCHOOL
- S SENIOR HIGH SCHOOL

## CIRCULATION

- FREEWAY
- COLLECTOR
- ARTERIAL
- RAILROAD
- BIKEWAY/PEDESTRIAN PATH

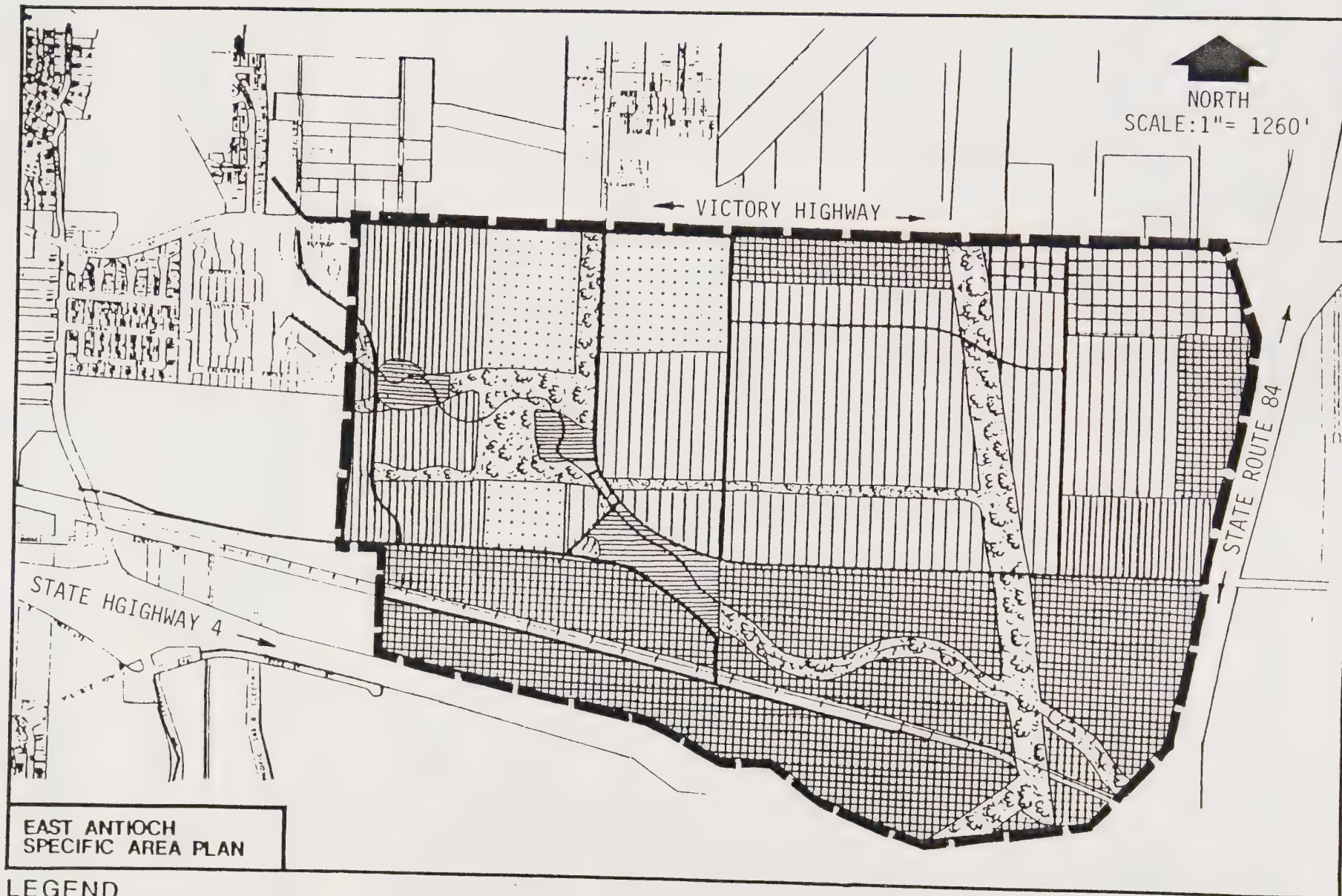


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process: the Cannery Cove Marina, a condominium housing and commercial project on the old Hickmott Cannery site.

The City expects more General Plan changes in the downtown area as a Specific Plan is prepared to guide redevelopment projects. The City will request bids from private consultants in the near future to complete the Specific Plan, which will recommend a suitable mix of land uses to ensure the revitalization of the downtown and waterfront.

In addition to the General Plan elements and two Specific Plans that have been adopted by the City, two redevelopment plans have been prepared and adopted. The Antioch Redevelopment Plan, adopted in 1975, covers a wide area of the City: most of the Central Business District; the waterfront; the arterial corridors along A Street, 18th Street, W. Tenth Street; two large parcels in eastern Antioch; and all properties fronting on Somersville road, including the County East Shopping Mall and adjacent commercial uses (see Map 5). A high priority of the redevelopment plan was to construct a new Civic Center building in the downtown, completed in 1981. Additionally, the approximately \$1 million in annual tax increment revenues which the redevelopment area now produces has been used in a Phase I program to fund roadway improvements, street lights, landscaping and pedestrian amenities in the 11-block downtown area. Phase II improvements will include a pedestrian promenade/walkway along the waterfront, and a pedestrian concourse shopping area in the business district created by a road closing. Additional off-street parking will also be constructed.

The Redevelopment Plan for Redevelopment Project No. 2 was adopted in 1984. The project area consists solely of the 100-acre site housing the former U.S. Steel American Bridge plant on the west side of Antioch, south of the Pittsburg-Antioch Highway (see Map 5). The redevelopment plan is a joint venture between U.S. Steel Realty and the City, which has agreed to provide the infrastructure, including streets and sewer lines, in return for the tax increment revenues. The City has subdivided the property and is marketing the lots for light industrial development. The original 400,000 square foot American Bridge building may be either renovated or torn down to complement the remainder of the industrial park.

### **Discussion of Other Relevant Plans or Ordinances**

The Master Plan for the Downtown and Waterfront was completed by the Spink Corporation in 1978. The plan analyzed current conditions and tested the financial feasibility of revitalizing the downtown commercial district and adjacent waterfront. The plan called for a landscaped shopping mall on First Street, two downtown marinas, multiple family housing, and a waterfront park. The Master Plan was not adopted as part of the City's General Plan, although many of its proposals have been acted upon through the Antioch Redevelopment Plan.

Two other studies analyzed growth potential and impacts in Southeast Antioch and West Antioch. The Southeast Antioch Growth Study (1980) examined the issues and opportunities in that area, after development requests had been submitted by Centex and Citation Homes. The study served as background for the Southeast Antioch Specific Plan, adopted in 1981.



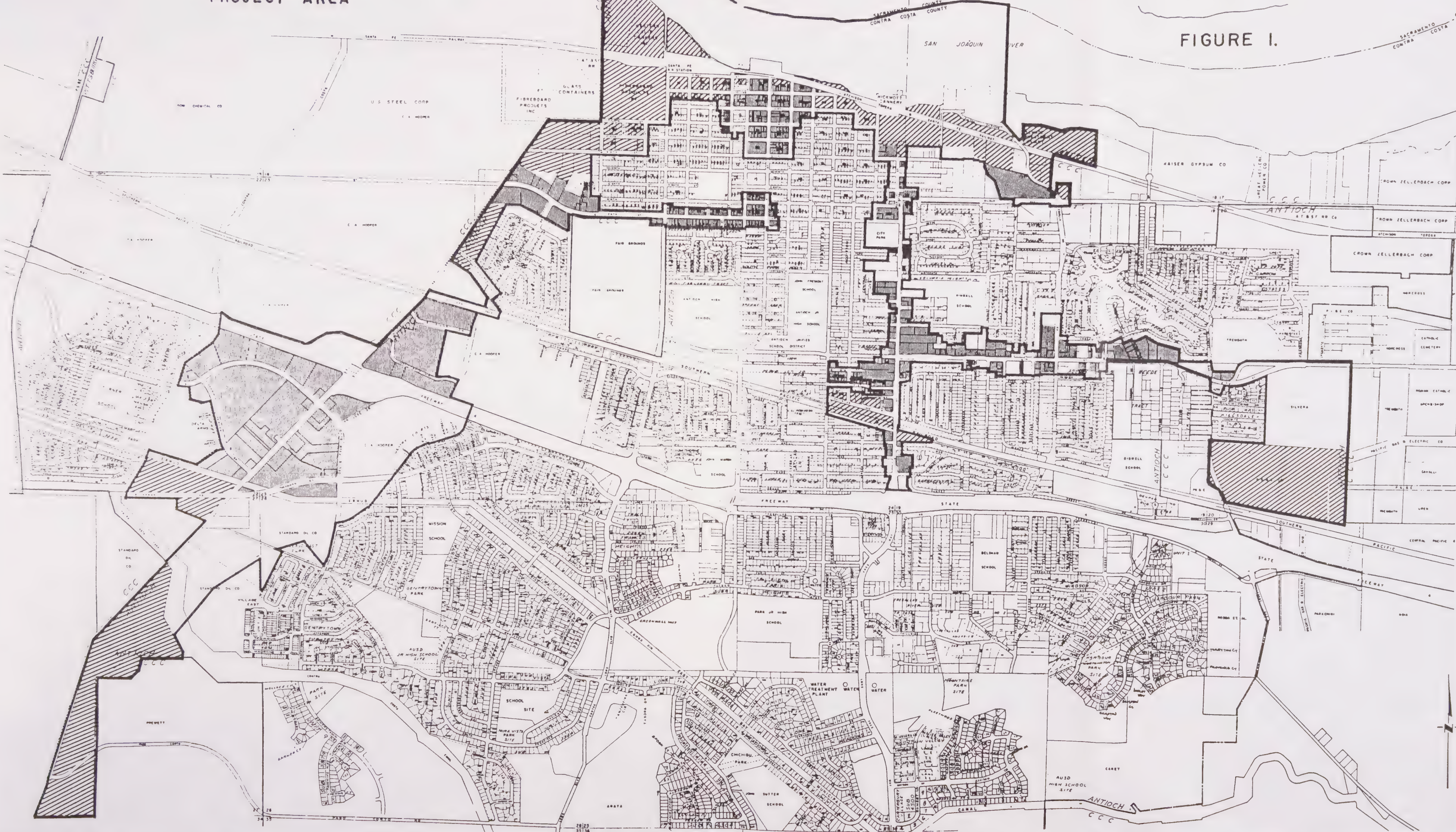


# ANTIOCH DEVELOPMENT AGENCY

## EXISTING LAND USE FOR PROJECT AREA

- PROJECT BOUNDARY**
- EXISTING INDUSTRIAL ZONING M-1, M-2
  - EXISTING COMMERCIAL ZONING C-1, C-2, C-3
  - PROFESSIONAL OFFICE EXISTING IN RESIDENTIAL DIST. C-1 IN R-3 LEGAL NON-CONFORMING
  - EXISTING PG ZONING COMMERCIAL PERMITTED
  - OTHER NON-CONFORMING COMMERCIAL C-1, C-2, C-3

FIGURE 1.







The West Antioch Study, completed in 1980, examined two large industrial areas adjacent to the western city limits of Antioch. The first area, almost 1,100 acres included all of the U.S. Steel and Dow Chemical properties, as well as the Baker property, located between Highway 4 and the San Joaquin River (see Map 6). The second area consisted of the Arata parcels and the existing Chevron USA tank farm (320 acres).

The purpose of the study was primarily to set the stage for a subsequent request to the County Local Agency Formation Commission to amend Antioch's Sphere of Influence to include all of the properties. Since then, the City has annexed the U.S. Steel and Arata properties, the Baker and Dow Chemical properties have been placed within the Pittsburg Sphere of Influence, and the Chevron parcel has been included in Antioch's Sphere.

The consultant firm of Gruen Gruen & Associates prepared an Economic Development Plan for Antioch, adopted by the City Council in 1981. The plan is primarily a resource and marketing document, inventorying 22 vacant industrial sites within the area and rating them according to whether services are available and other development criteria. The plan also outlined a strategy to retain and attract different types of industry.

### **Consistency of Plans in the Sphere**

The City of Antioch has been actively annexing lands within its Sphere of Influence adjacent to its western, southeastern, and eastern borders over the last several years. To the east, the City's Sphere area includes large industrial parcels and other uses along the waterfront all the way to Big Break Road in Oakley (see Map 7). In the southeast section of the City, the Sphere boundary takes in all of the undeveloped lands within the Specific Plan area, as well as many other properties south of Lone Tree Way. On the west side, the adopted Sphere of Influence is contiguous with the current City boundary, with the exception of the Chevron USA tank farm and the Garaventa parcel. The Antioch General Plan is inconsistent with the County General Plan designations for the latter two properties. The County plan designates the Chevron and Garaventa properties as Industry. In contrast, the Antioch plan calls for residential use up to a density of six units per acre on the Chevron site, while the other property is designated as Open Space.

In the Southeast Antioch Specific Plan area of 3,700 acres, over half (2,300 acres) of the properties are still under County jurisdiction within the Sphere of Influence (see Map 7). The City has annexed lands for development along the Hillcrest Avenue corridor, and will request annexation in the near future for the Viera and Nelson Ranch properties, for which subdivision maps are being processed by the City. The Meyers Group/Dobrich parcel was recently annexed. In addition to these properties, there are approximately 20 large parcels located north and south of Lone Tree Way that would require annexation in order to develop under the Specific Plan. The City plan also includes seven large parcels, consisting of over 700 acres, of unincorporated land adjacent to the Southern Pacific railroad tracks which is designated for continuing agricultural use.

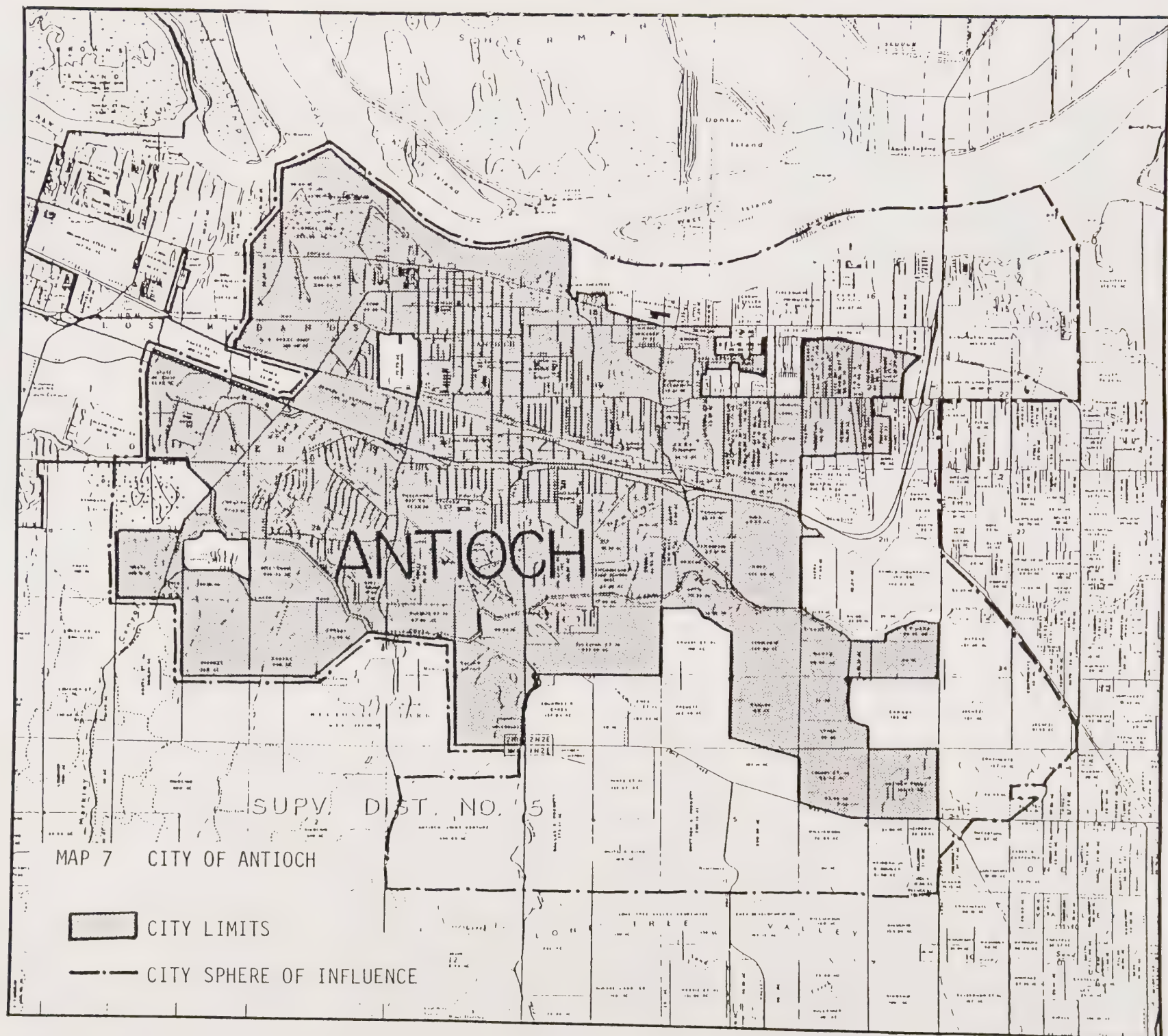
















The existing Contra Costa County General Plan for the area differs significantly from the Antioch plan. The County has designated most of the Southeast Antioch Specific Plan area as General Open Space or Agriculture-Residential, with no residential development allowed at densities greater than one house per five acres (see Map 8). Lands between the Contra Costa Canal and Antioch Airport on Lone Tree Way are designated for single family homes at medium densities (3-5 units per net acre).

A large portion of the Specific Plan area is included within the boundaries of the East County Area General Plan, adopted by the County in 1978. The Circulation Element for the County plan shows an extension of Laurel Road, which presently stops at Neroly Road east of the SP railroad tracks. The Laurel Road extension crosses the railroad and joins Hillcrest Avenue. The plan also shows an extension of Deer Valley Road north from Lone Tree Way to Hillcrest Avenue. In the Southeast Antioch Specific Plan, the Laurel Road extension swings further to the south than in the County plan.

On the east side of Antioch, the County General Plan indicates an industrial classification for all the unincorporated properties along Wilbur Avenue near the Antioch waterfront, as well as all the unincorporated land adjacent to Highways 4 and 160 (see Map 8). The Antioch General Plan also shows a heavy industrial designation along the waterfront, with a Special Use Facility at the shoreline on both sides of the Highway 160 toll plaza.

Between the ATSF railroad tracks and Victory Highway the City plan classifies the land as Integrated Planned Community, which the plan text describes as "uses should be limited to light industrial which do not cause undue nuisance to residential use or a combination of industrial, commercial and residential." The City has recently annexed several industrial properties north of Victory Highway. There are also numerous residential properties within this industrial area along Viera Avenue, although many of the residents are not in favor of annexation because hooking up to the City sewer service would be costly. The County's existing General Plan designation of industrial uses for the area is not inconsistent with the City plan, although future residential development would be inappropriate until further services are provided.

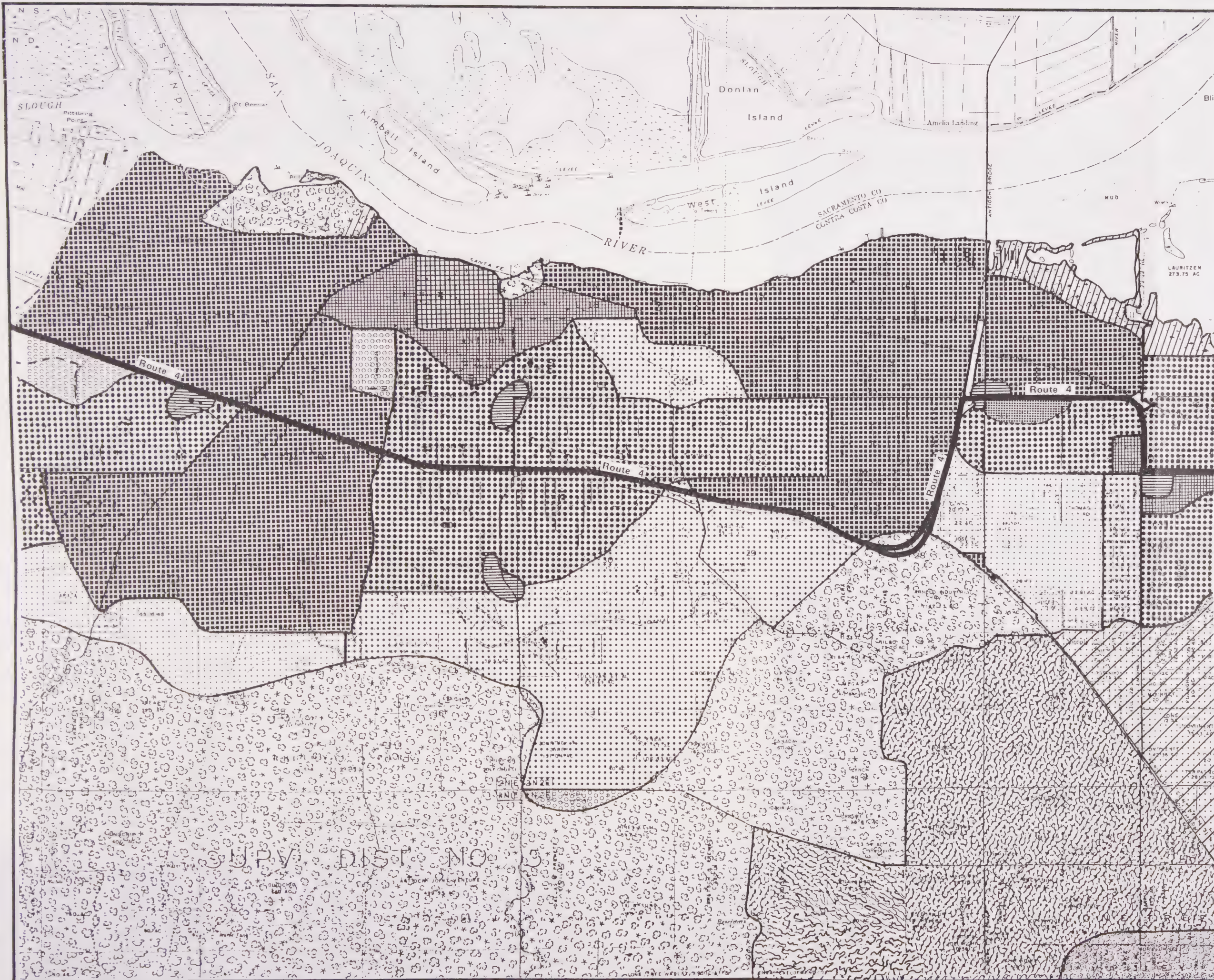
Within the boundaries of the East Antioch Specific Plan south of Victory Highway, unincorporated properties adjacent to Highway 4 are designated for low and medium density housing, service commercial activities at the highway interchange, and open space uses along the P. G. & E. right of way and East Antioch Creek. The County plan shows only an industrial classification for this entire area.

### **Consistency of Plans Within the City**

The County General Plan map designates the majority of the City of Antioch residential areas for single family homes at high density (5 to 7 units per net acre). This contrasts with the City's proposed density for similar neighborhoods of "up to six dwelling units per gross acre." The major areas which are designated by the City for multiple family housing (over 10 units/acre) are several blocks within the downtown; the 115 acre Garrow parcel bounded by

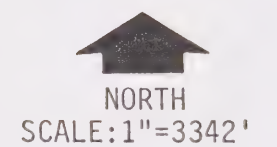






CONTRA COSTA COUNTY GENERAL PLAN  
FOR  
THE CITY OF ANTIOCH & VICINITY

MAP 8



LEGEND

- Single Family Residential - Low
- Single Family Residential - Medium
- Single Family Residential - High
- Multiple Family Residential - Low
- Multiple Family Residential - Medium
- Commercial
- Public & Semi-Public
- Industry
- Light Industry
- Agriculture Residential
- Agriculture Recreation
- Agriculture Core
- Interim Agriculture
- General Open Space







Highway 4, the Southern Pacific railroad track, Somersville Road, and L Street; and lands around the County East Shopping Mall off Somersville Road, south of Highway 4. These areas have experienced very strong development pressures during the last years (1985-1986), when approvals were granted by the City for the construction of approximately 1,000 apartment units.

The County General Plan does not indicate a multiple family residential designation in any of these areas except for a wide ring around the central business district. The County plan shows much more commercially designated property in the downtown than the City plan, although the County map does not recognize the commercial uses along the 18th Street corridor. The major inaccuracy of the County plan is in the industrial classification for much of the western edge of the City, including all the lands west of Contra Loma Boulevard. These areas are designated by the City for single and multiple family residences, and commercial activities at the County East Mall.

Inconsistencies between the City and County maps also exist along the San Joaquin River shoreline. The County General Plan designates a large 300 acre marsh owned by U.S. Steel at Antioch Point as General Open Space, while the Antioch plan indicates a Heavy Industrial classification. Additionally, the County map shows an open space area along the downtown waterfront near the Fulton Shipyard property which is twice as large as the proposed open space/recreation facility planned by the City.



## CITY OF BRENTWOOD

### Status of General Plan Elements

Land Use Element	
Circulation Element	All adopted in 1983.
Master Facilities Element	
Housing Element	Adopted in 1983.
Conservation Open Space Element	
Seismic Safety Element	
Noise Element	All adopted in 1978.
Safety Element	

### Redevelopment Plans

Brentwood Redevelopment Plan	Adopted in 1982, amended in 1983.
------------------------------	-----------------------------------

### General Plan Land Use Categories

<u>Brentwood</u>		<u>Contra Costa County</u> <u>(East County Area)</u>	
RESIDENTIAL			
	<u>Units/Gross</u> <u>Acre</u>	<u>Units/Net</u> <u>Acre*</u>	<u>Units/</u> <u>Net Acre</u>
Ranchette-Estate	(maximum of 1)	(1.25)	Single Family:
Urban Low-Low	(maximum of 3)	(up to 3.8)	Low Density (1-3)
Urban Low	(up to 6)	(up to 7.5)	Medium Density (3-5)
Urban Moderate	(up to 12)	(up to 14.4)	High Density (5-7)
Urban High	(up to 20)	(up to 24)	
			Multiple Family:
			Low Density (7-12)
			Medium Density (13-21)
			Urban Density
			Rural Density
COMMERCIAL			
General Commercial			Commercial
Thoroughfare Commercial			Commercial Recreation
Neighborhood Commercial			
Commercial/Residential			

\*Assumes 25% of the land for single family homes, and 20% for multiple family housing, is used for non-residential uses (roads, etc.).





## General Plan Land Use Categories (continued)

### Brentwood

### Contra Costa County (East County Area)

#### OFFICE

Professional/Administrative  
Office/Business  
Office/Residential

Office

#### INDUSTRIAL

Industrial/Commercial  
Planned Employment Center

Industry  
Light Industry

#### PUBLIC AND SEMI-PUBLIC

Public/Semi-Public Facilities  
School

Public and Semi-Public

#### OPEN SPACE

Park/Recreation  
General Open Space  
Open/Space/Greenway Opportunity

Recreation

#### AGRICULTURE

Agricultural Conservation

Agricultural Preserve  
Agricultural-Residential  
Agriculture-Recreation  
Agricultural Core  
Interim Agriculture

## Discussion of Plans

The Brentwood General plan adopted in 1983 calls for future development to move the City "toward a balanced community, rather than a bedroom community". The planning area depicted on the City's General Plan map is a little larger than the Sphere of Influence boundaries, stretching from Neroly and Delta Roads on the north, west beyond Concord Avenue, east beyond Sellers Avenue, and south to Payne Avenue (see Map 1). Policies indicate that the City should encourage the creation of more jobs rather than approve more housing units, and that local retail opportunities should be expanded to serve residents. Although the plan text outlines several innovative methods to accomplish a better jobs/housing balance (e.g. requiring developers to attract employment generating businesses equivalent to 30% of the new housing units they want to build, and to pay "impact fees" to mitigate the jobs/housing imbalance), none of these programs have





been implemented until recently. A recently approved mixed use project was required to build the residential component of the development concurrent with non-residential construction.

The 1983 General Plan emphasizes future residential growth in a northerly and westerly direction from the downtown area, with higher housing densities allowed around the central retail district to help support downtown activities (see Map 1). Residential land use categories range from the very low density Ranchette-Estate designation to Urban High Density (up to 20 units per gross acre). Most of the developing residential lands are planned for low densities (up to 6 units per acre). Lands on the periphery of the City designated for a Ranchette-Estate type of development amount to over 1,600 acres; 2,500 acres are set aside for Urban Low-Low and Urban Low densities; 670 acres are designated for Urban Medium homes; and 110 acres are planned for Urban High density apartments.

The Planned Employment Center designation is applied to properties in three locations: on either side of the Southern Pacific railroad tracks north of town; along Walnut Boulevard in the southern area; and in a large area near Concord Avenue on the western edge of the City. The latter planned employment center is adjacent to the proposed alignment of the future Highway 4 bypass, running west of Oakley and downtown Brentwood. A proposed rapid transit line along route Highway 4 and two stations are also shown in the area (see Map 1).

The General Plan recommends that development be phased in an orderly fashion, using Specific Plans prepared for individual areas of the City to accomplish this. The General Plan suggests a sequence in which to prepare five Specific Plans, beginning with the developing areas north of Brentwood along Highway 4 and west of Fairview Avenue, followed by three other areas south and east of the City. To date no Specific Plans have been adopted, although a plan for a 350-acre area near Fairview and Balfour Road is being processed. A Joint Planning Program area is also depicted on the General Plan map northwest of the current City limits, with agricultural serving as an interim use until preparation of Specific Plans to guide development. The joint planning of the area would be by the cities of Brentwood and Antioch, and Contra Costa County.

A section of the Land Use Element in the General Plan calls for the creation of an East County Economic Development Corridor, consisting of the cities of Pittsburg, Antioch, Brentwood and Contra Costa County. The plan suggests that a Joint Powers Agreement could be executed as a tool to develop cooperative sharing of public improvements and tax revenues from a planned employment center along the Highway 4 extension corridor.

In terms of employment development in the Brentwood area, the General Plan envisions the three Planned Employment Centers identified on the map to serve different uses with different buildout schedules. The employment area north of the downtown east of the Southern Pacific railroad tracks is seen as a likely candidate for near term development to serve primarily smaller, locally-oriented businesses. The employment center south of the City along Walnut Boulevard could also be developed in the near term with an emphasis on small to medium sized (10-50 acres) office/industrial parks. The large employment center on the





MAP 1

# LAND USE PLAN MAP\*

BRENTWOOD

## LEGEND

### RESIDENTIAL

RE	RANCHETTE-ESTATE	MAXIMUM 1 DU/ GROSS ACRE
ULLD	URBAN LOW-LOW	UP TO 3 DU/GROSS ACRE
ULD	URBAN LOW	UP TO 8 DU/GROSS ACRE
UMD	URBAN MODERATE	UP TO 12 DU/GROSS ACRE
UHD	URBAN HIGH	UP TO 20 DU/GROSS ACRE

### OFFICE

OP	PROFESSIONAL/ADMINISTRATIVE
OB	OFFICE/BUSINESS
OR	OFFICE/RESIDENTIAL

### SPECIFIC PLANS

A	JOINT PLANNING PROGRAM AREA
1	SEQUENCE OF PREPARATION

### COMMERCIAL

GC	GENERAL COMMERCIAL
TC	THOROUGHFARE COMMERCIAL
NC	NEIGHBORHOOD COMMERCIAL
CR	COMMERCIAL/RESIDENTIAL

### INDUSTRIAL

IC	INDUSTRIAL/COMMERCIAL
PEC	PLANNED EMPLOYMENT CENTER

### OTHER

AC	AGRICULTURAL CONSERVATION
	OPEN SPACE/GREENWAY OPPORTUNITY
PR	PARK/RECREATION
S	SCHOOL
PF/SPF	PUBLIC/SEMPUBLIC FACILITY

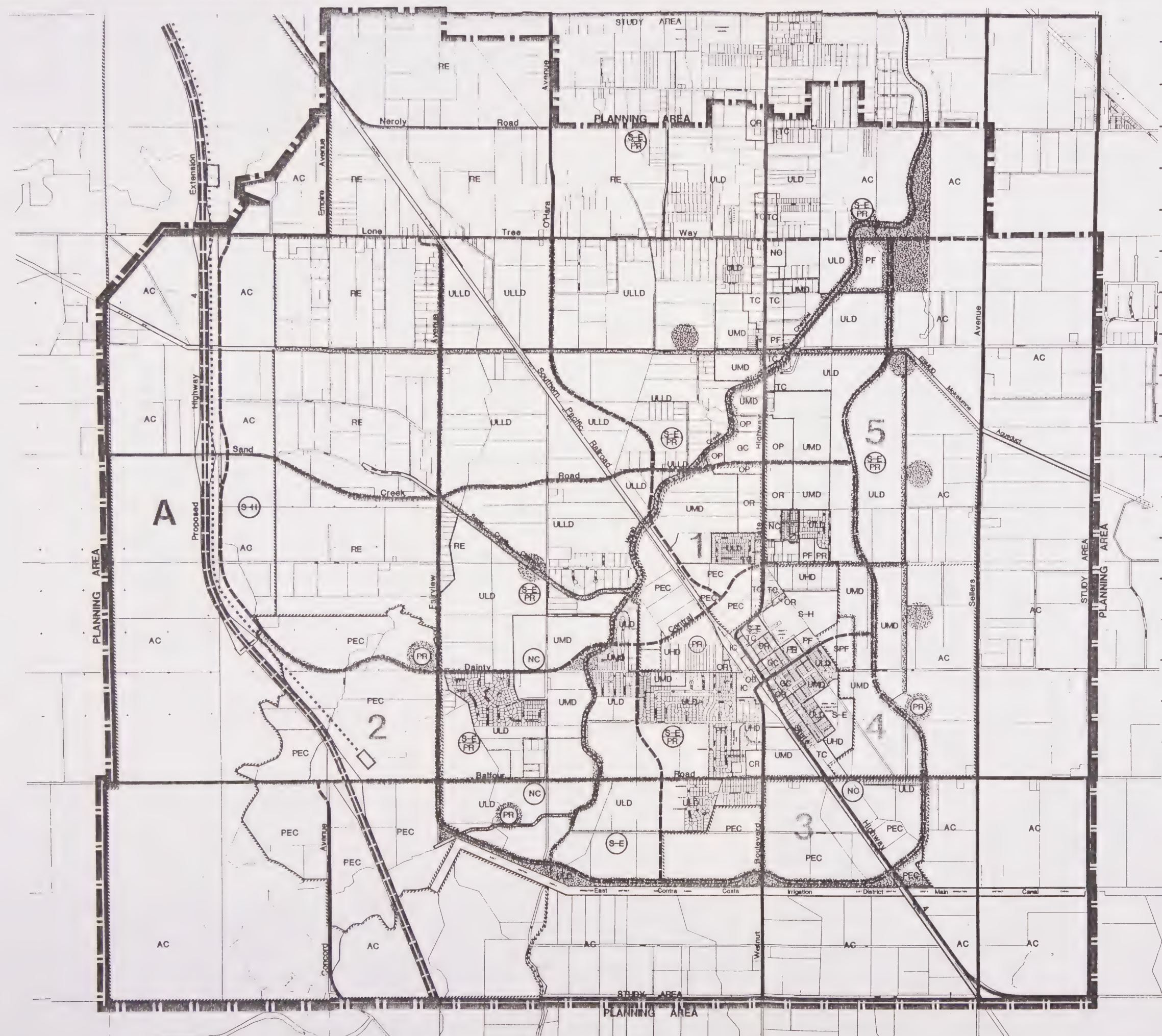
CIRCULAR SYMBOL INDICATES GENERAL LOCATION ONLY

### CIRCULATION

	LIMITED ACCESS EXPRESSWAY
	THOROUGHFARE
	RAPID TRANSIT
	PARKWAY COLLECTOR
	REGIONAL TRAIL

\* LAND USES REFLECT ULTIMATE BUILDOUT AT NO SPECIFIC DATE

WPM PLANNING TEAM, INC.  
BY ORDER OF BOARD OF SUPERVISORS







western edge of downtown is a long range plan to serve fairly large companies in a campus-like business park setting. This office/industrial area would be dependent on completion of the Highway 4 realignment around Oakley and Brentwood.

According to the plan, the ultimate residential holding capacity within the area could be approximately 16,600 housing units on 5,100 acres, for an average citywide density of 3.3 units per gross acre. Although the General Plan does not include any projections of future population, assuming a household size similar to the results of the 1980 census (3.1 persons per home) would yield a buildout population of over 51,000 people. That would represent a seven-fold increase over the existing population of approximately 7,500. In contrast, the Association of Bay Area Governments projects that the Brentwood area population will grow to approximately 30,000 by the year 2005, with about 60% of the growth occurring after 1995.

The General Plan text notes that Brentwood is virtually the only city in the region that still has prime agricultural soils at its borders. The plan created an Agricultural Conservation land use designation that is applied to lands on the east, west, and south edges of the Planning area. Specific policies call for development to be focussed on non-prime soils, and for the protection of agricultural lands to the south and east of the City. The plan suggests that properties outside the City could be annexed to serve as a buffer for agricultural operations. A "density transfer program" where developers would acquire development rights from landowners in the buffer area to be used as density bonuses in other areas should be considered, according to the General Plan. In addition, the plan recommends that special findings could be required for the issuance of use permits in Agricultural Resource areas, and adjacent residences should include a "Notice of Agricultural Use" clause in their deeds.

The Circulation Element of the Brentwood General Plan shows a number of new roadways that will serve the future population of the City. The proposed facilities include extensions of Sand Creek Road east of Fairview Avenue and O'Hara Avenue south to a new Central Avenue, which would connect Dainty Road to Sycamore Avenue (see Map 2). The plan also recommends a two and four lane road to be constructed as a partial beltway around the southern and eastern portions of the City. The planned improvements all assume the completion of the Highway 4 realignment to the west of Brentwood, taking through traffic out of the downtown.

It should be noted that the Highway 4 realignment is a long range project that may not be constructed for 15 to 20 years, while a near term mitigation of traffic in downtown Brentwood has already been funded by the State Transportation Commission. The so-called "Brentwood truck bypass" will re-route highway traffic around the City's downtown area, eliminating the need to make several turns, which in turn causes vehicle-pedestrian conflicts. The bypass project is now scheduled for construction during the 1986-1987 fiscal year.

The Community Facilities Element of the General Plan discusses sewage treatment, water supply and drainage facility needs to serve future growth. The capacity, or lack of capacity, of both infrastructure systems are critical for the City of Brentwood, since short term growth could easily be constrained by inadequate



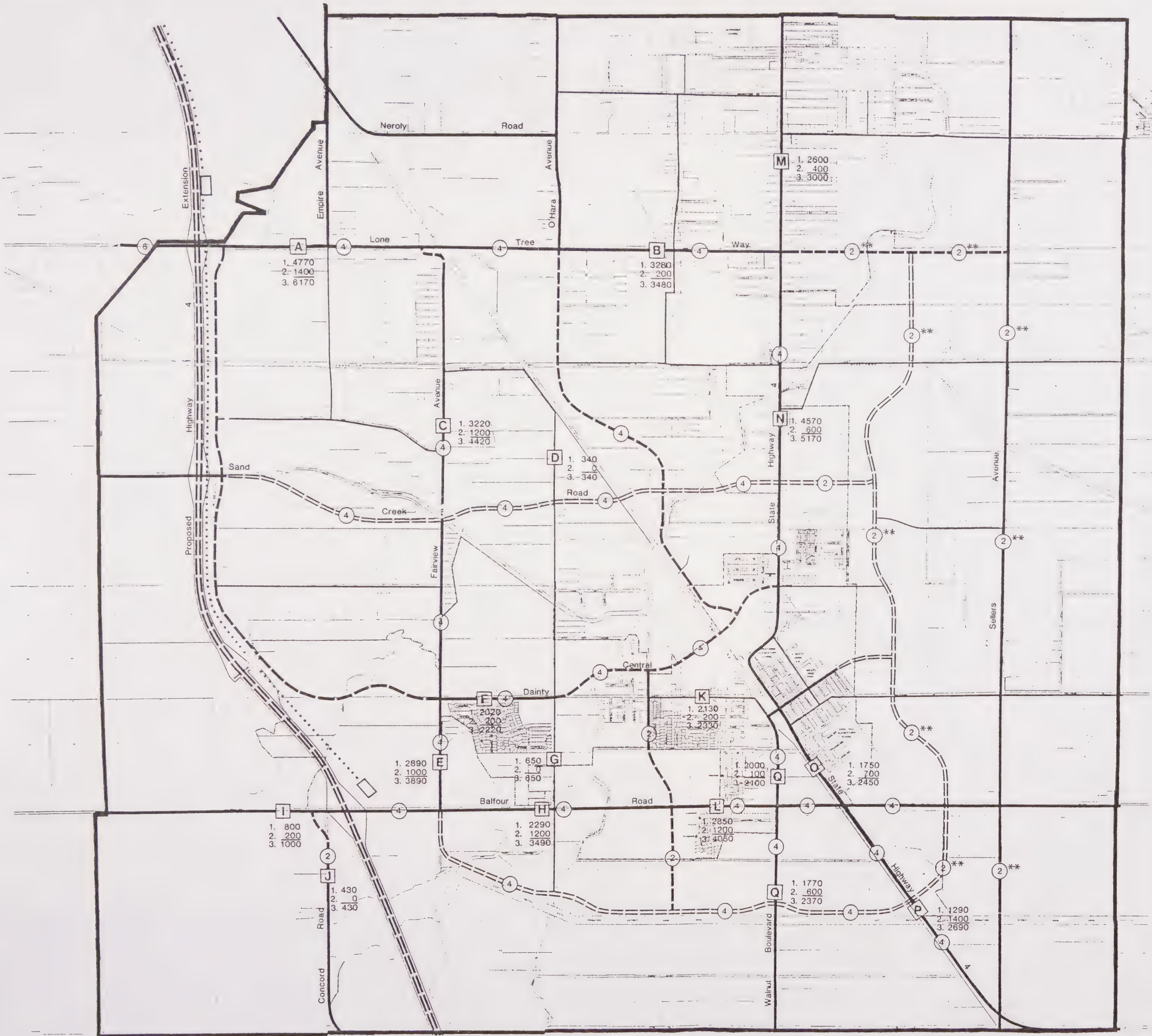


# CIRCULATION PLAN MAP

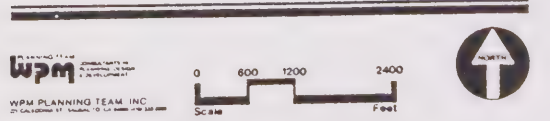
## ROAD SYSTEM NEEDS\*

### LEGEND

- LIMITED ACCESS HIGHWAY
  - THOROUGHFARE
  - COLLECTOR (2 LANES)
  - PARKWAY TREATMENT
  - RAPID TRANSIT
  - NEW ROADS NEEDED\*
  - NUMBER OF LANES NEEDED\*
  - CHECKPOINT FOR TRAFFIC ANALYZER
1. (Study Area) P.M. PEAK HOUR TRAFFIC VOLUMES\*  
 2. (Through) AT CHECKPOINT  
 3. (Total)



\* AT LAND USE PLAN BUILDOUT WITH THROUGH TRAFFIC  
 \*\* ASSUMES HIGHWAY 4 EXTENSION IN PLACE



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 20 CALIFORNIA STREET, SUITE 100, SAN FRANCISCO, CA 94102





facilities. Brentwood's municipal sewage treatment plant has a service capacity to treat approximately 900,000 gallons of effluent per day (0.9 mgd), which can serve approximately 9,000 residents. The plant is now processing about 0.5 mgd, and approved development projects have been allocated an additional 0.3 mgd. Consequently, no significant new projects can be assured sewer hook-ups without further expansion of capacity.

The City has already collected over \$1.5 million in fees and is in the process of hiring an engineering consulting firm to design a new plant. The City hopes to have additional capacity on line by 1989. General Plan policies state that the new plant should be located near the existing treatment facilities (on the northerly edge of the City), and that expansion should be planned to occur in two or more phases. The plan also includes policies that encourage the evaluation of alternative methods of treatment and effluent disposal.

In terms of water supply, the City was forced to shut down the municipal wells that served residents, due to high levels of nitrates that have contaminated the ground water system. Brentwood is currently buying water from the East Bay Municipal Utility District under an emergency five year contract which expires in 1989. The terms of the contract state that during that time the City is to pursue an alternate water supply, but if the City has found no other source it is the intent of EBMUD to renew the contract for another five year period. A clause in the contract also gives EBMUD the power to approve or deny any of the City's significant zoning changes, modifications of the General Plan, major subdivision approvals or annexations which affect the district's obligation under the agreement.

The Community Facilities Element of the 1983 General Plan identifies the need to find a permanent water source and states that the control of the water distribution system should remain under the City's jurisdiction. Additionally, the plan identifies the need for more water storage to meet peak demand and fire fighting requirements. The plan states that water storage tanks should be constructed in the hills on the west side of the planning area as a first priority.

The City also faces the need for some major drainage improvements to accommodate future growth. The Brentwood planning area is under the jurisdiction of the Contra Costa County Flood Control and Water Conservation District, Drainage Areas 30 b, 30 c, and 52 a, b, and c. Three small waterways (Dry Creek, Deer Creek, and Sand Creek) are tributaries of the Marsh Creek Channel, which conveys storm waters to the Delta. The Marsh Creek Channel is not adequate to accommodate a 100 year flood now, and will require major improvements to serve future urban development. On the east side of the City, there are also drainage problems in Area 52 c. General Plan policies and implementation measures state that all drainage lines shall empty into the Marsh Creek Channel and that the County Flood Control District should be encouraged to plan and design a drainage system for the western portion of the planning area to be consistent with the City's plans.

The City has adopted a redevelopment plan for the downtown area which calls for tax increment property tax revenues to be used for various capital projects, including street, curb, and gutter improvements, as well as the construction of





water lines and street furniture (benches, etc.). The amount of the annual tax increment collected in the redevelopment area is currently quite small, only about \$45,000.

In 1983, the downtown redevelopment plan was amended to include an additional 90 areas of vacant lands on the southern edge of the central business district. The properties, east of Highway 4 and the Southern Pacific railroad tracks and south of Balfour Road, are designated in the General Plan as one of the Planned Employment Centers.

### **Discussion of Other Relevant Plans or Ordinances**

A consultant report prepared in 1983, Brentwood Downtown Planning Strategy, outlined an action program to revitalize the downtown area using redevelopment funds. The report recommended a number of improvements, including the redesign of First and Second Streets by providing more pedestrian crosswalks and diagonal parking; creating landscaped pedestrian walkways; providing street furniture that reinforce the "Old Town" theme of the downtown; identifying and using older, historic structures as a unifying theme by encouraging similar facade improvements; and developing existing alleyways as small pedestrian plazas.

### **Consistency of Plans in the Sphere**

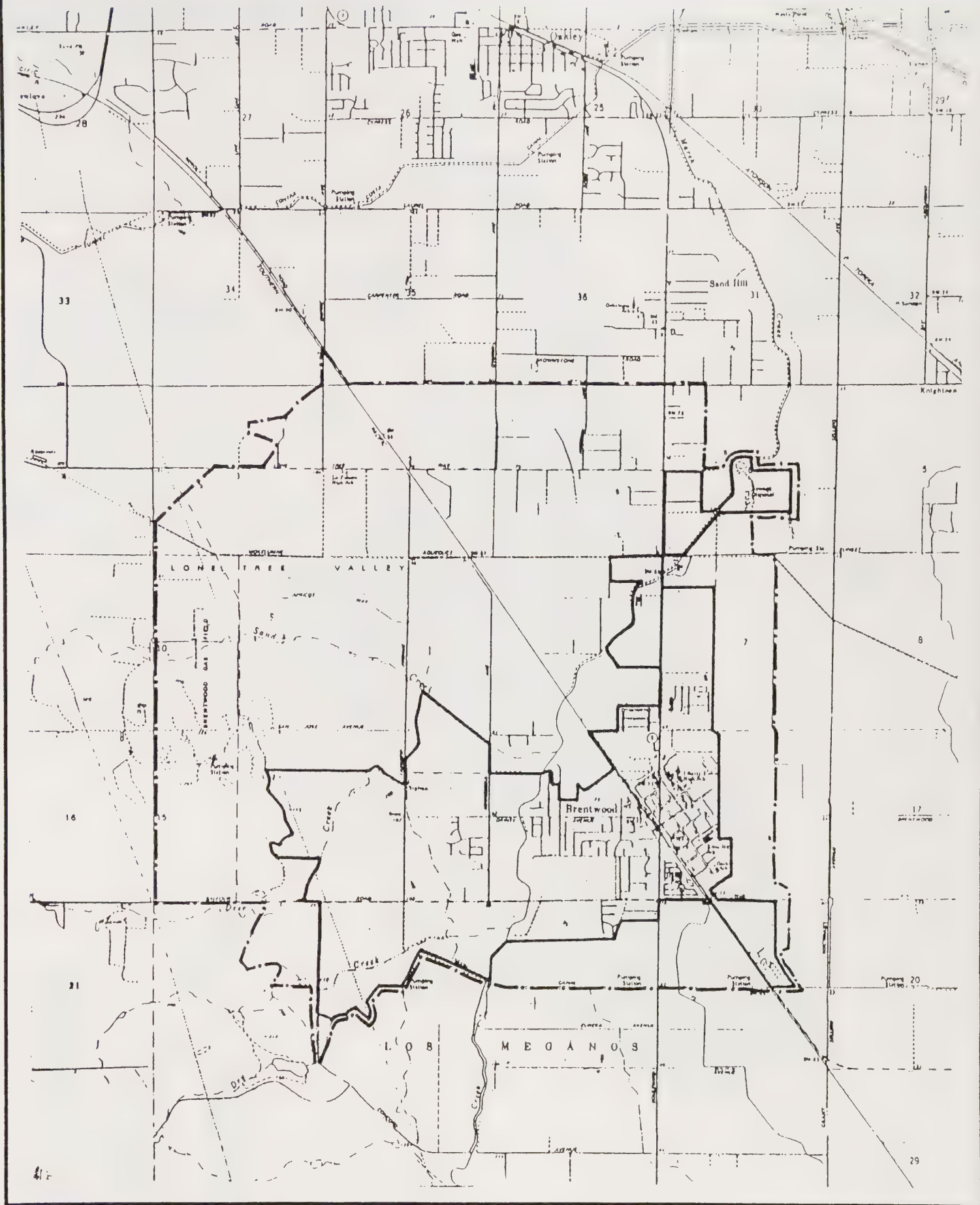
The Brentwood Sphere of Influence is a large square-shaped area bounded by Neroly and Delta Roads on the north; an irrigation canal near Sellers Avenue on the east; the main canal of the East Contra Costa Irrigation District on the south; and the western boundary of Section 15, Township 1 North, Range 2 East (a line extending south from Sand Creek Road where it turns at a 90 degree angle). The Sphere boundary on the north extends well into the Oakley area, as defined by the County in the proposed Oakley Area General Plan (April, 1986), and is contiguous in the northwest corner with the Antioch Sphere of Influence (see Map 3).

The Sphere area surrounding the City of Brentwood falls under the East County Area General Plan, adopted by the County in 1978. In addition, the County is currently in the process of updating the Oakley portion of the East County Area General Plan. A draft Oakley Area General Plan has been prepared (April, 1986), a Draft Environmental Impact Report has been completed (May, 1986), and hearings are being conducted before the County Planning Commission at the time of this writing.

The land use designations contained in the Brentwood General Plan differ substantially from the existing 1978 County General Plan in the growth areas to the north and west of the City. The County has designated a large area of prime soils northwest of Brentwood as Agricultural Core, with a minimum lot size of ten acres (see Map 4). However, the City has planned all of this area for very low density residential development, either Ranch Estate (a maximum of one unit per gross acre) or Urban Low-Low (up to three units per acre). The area designated as Ranchette Estates has an average parcel size of 6.4 acres. Urban Low-Low homes are also designated by the City in the Sphere area bounded by Lone Tree Way, the City limits or Marsh Creek Channel, Sand Creek Road, and Fairview







MAP 3 CITY OF BRENTWOOD

  
 NORTH  
 SCALE: 1"=4000'

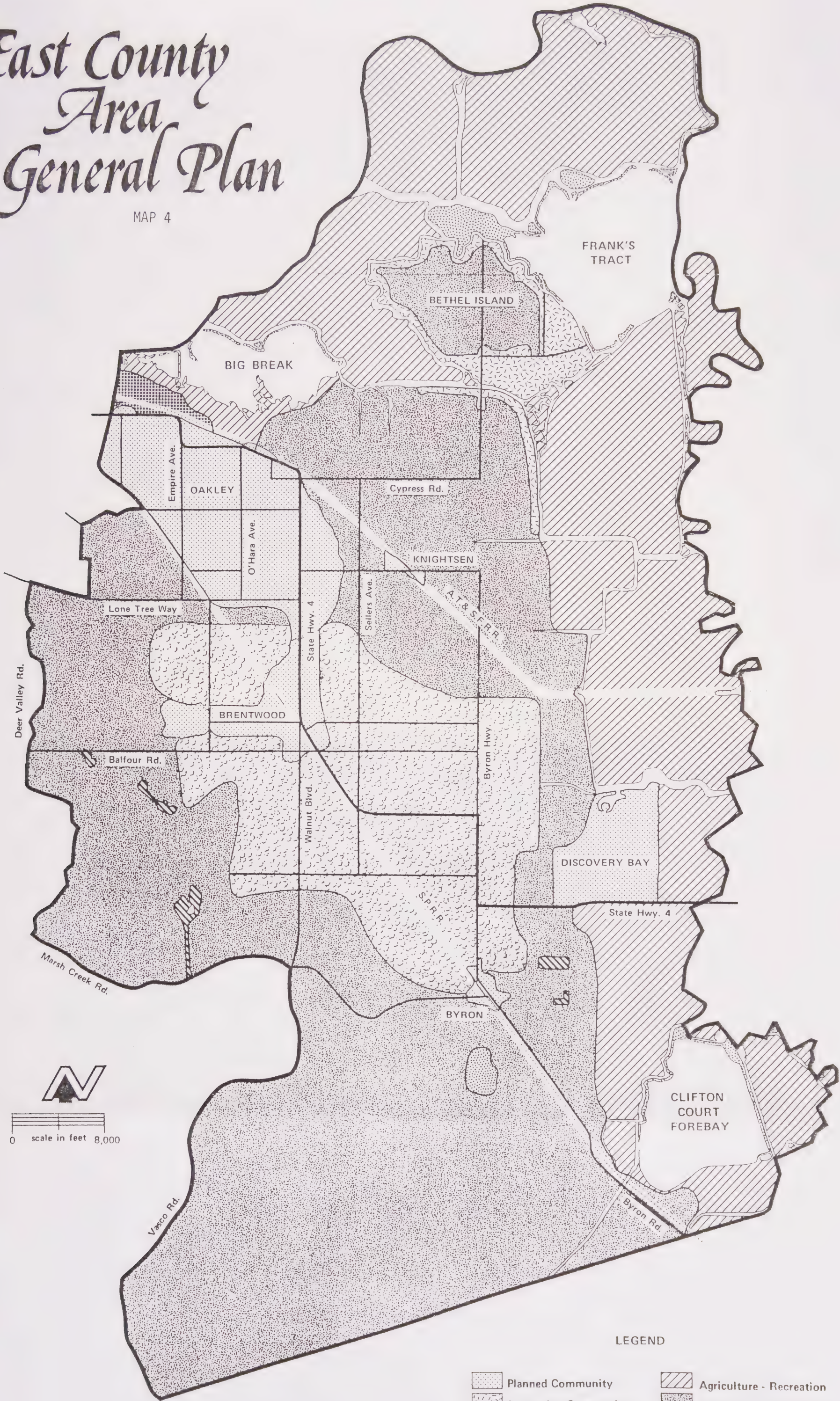
-  CITY LIMITS
-  CITY SPHERE OF INFLUENCE





# East County Area General Plan

MAP 4



LEGEND

- |  |                      |  |                           |
|--|----------------------|--|---------------------------|
|  | Planned Community    |  | Agriculture - Recreation  |
|  | Recreation Community |  | Agriculture - Residential |
|  | Industry             |  | Public & Semi-Public      |
|  | Recreation           |  | Water                     |
|  | Agricultural Core    |  | Area Boundary             |





Avenue (see Map 1). Ranchettes are planned further out from the City, and lands near the proposed realignment of Highway 4, where parcel sizes average 25 acres, are designated by the City for Agricultural Conservation.

Proposed roadway improvements recommended in the East County Area General Plan include the planned extension of O'Hara Avenue south to a point near the Southern Pacific railroad tracks (see Map 5), while the Brentwood plan indicates a longer extension south of Marsh Creek Channel (see Map 2). The County plan does not indicate any realignment of Highway 4 to the west of Brentwood. In addition, the County has not planned for the extension of Lone Tree Way between Highway 4 and Sellers Avenue, while the City has.

Immediately north of the City limits, the Brentwood General Plan designates Thoroughfare Commercial uses along the western frontage of Highway 4, which is consistent with the County plan. West and north of the commercial frontage the County plan shows Interim Agriculture-Single Family Residential, a designation developed for the Oakley area from Laurel Road to a point below Lone Tree Way (see Map 4). These lands are set aside as a "secondary growth area" which is not to be urbanized until after 1990 when the area north of Laurel Road has been largely developed and adequate utility lines are available to efficiently serve the land south of Laurel. A narrow band of acreage south of Lone Tree Way planned by the County as Agriculture-Residential separates the Interim Agriculture Oakley area from the Agricultural Core northwest of Brentwood.

These same areas are planned by the City for Ranchette Estate residential development adjacent to Neroly Road and O'Hara Avenue. Along Highway 4 north of the City limits at Lone Tree Way both plans show a small amount of commercial activity. On either side of Highway 4 south of Delta Road the Brentwood plan indicates Urban Low density homes (up to six units per gross acre), while the County plan designates the land in the Interim Agriculture category.

It should be noted that the proposed Oakley amendment to the East County Area General Plan currently pending would remove the Interim Agriculture designation and, if it is approved, would bring the County and City plans into closer compliance. The pending Oakley plan would allow residential development of varying densities between Laurel Road and the Brentwood City limits (see Map 6). Most of the lands in the northern Sphere area would be designated for either ranchettes (one acre minimum lot size) or low density suburban homes (one to five units per acre). Near the intersection of Delta Road and Highway 4, the proposed plan allows commercial or office uses, which is more consistent with the Brentwood plan than the existing County map.

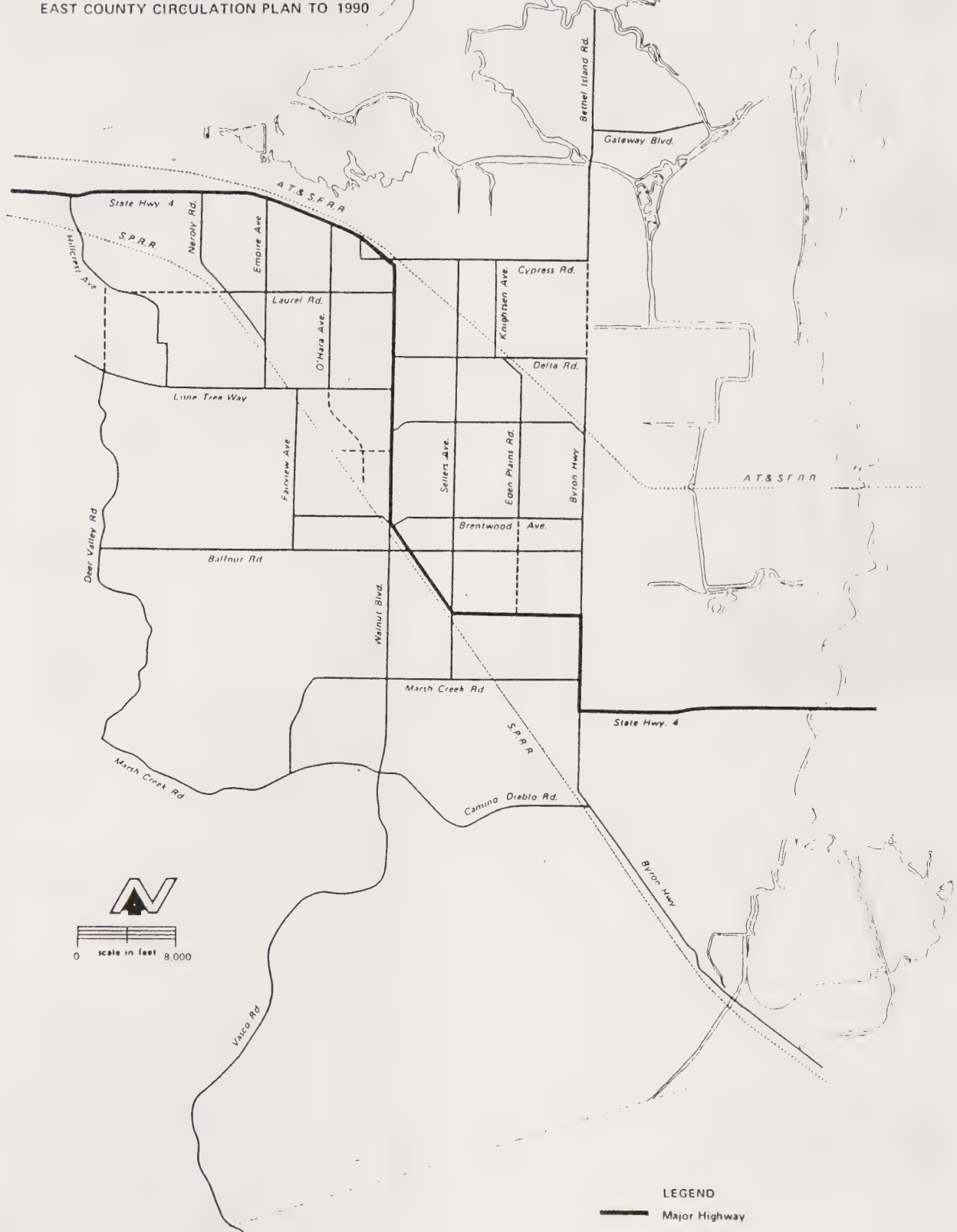
In the western Sphere of Influence area the City shows a portion of a Planned Employment Center on unincorporated lands near Concord Avenue. The East County Area General Plan designates these properties for Agriculture-Residential, which allows a maximum of one house per five acres. The County also indicates two Public and Semi-Public properties south of Balfour Road, which have been deeded to the Contra Costa County Flood Control District.





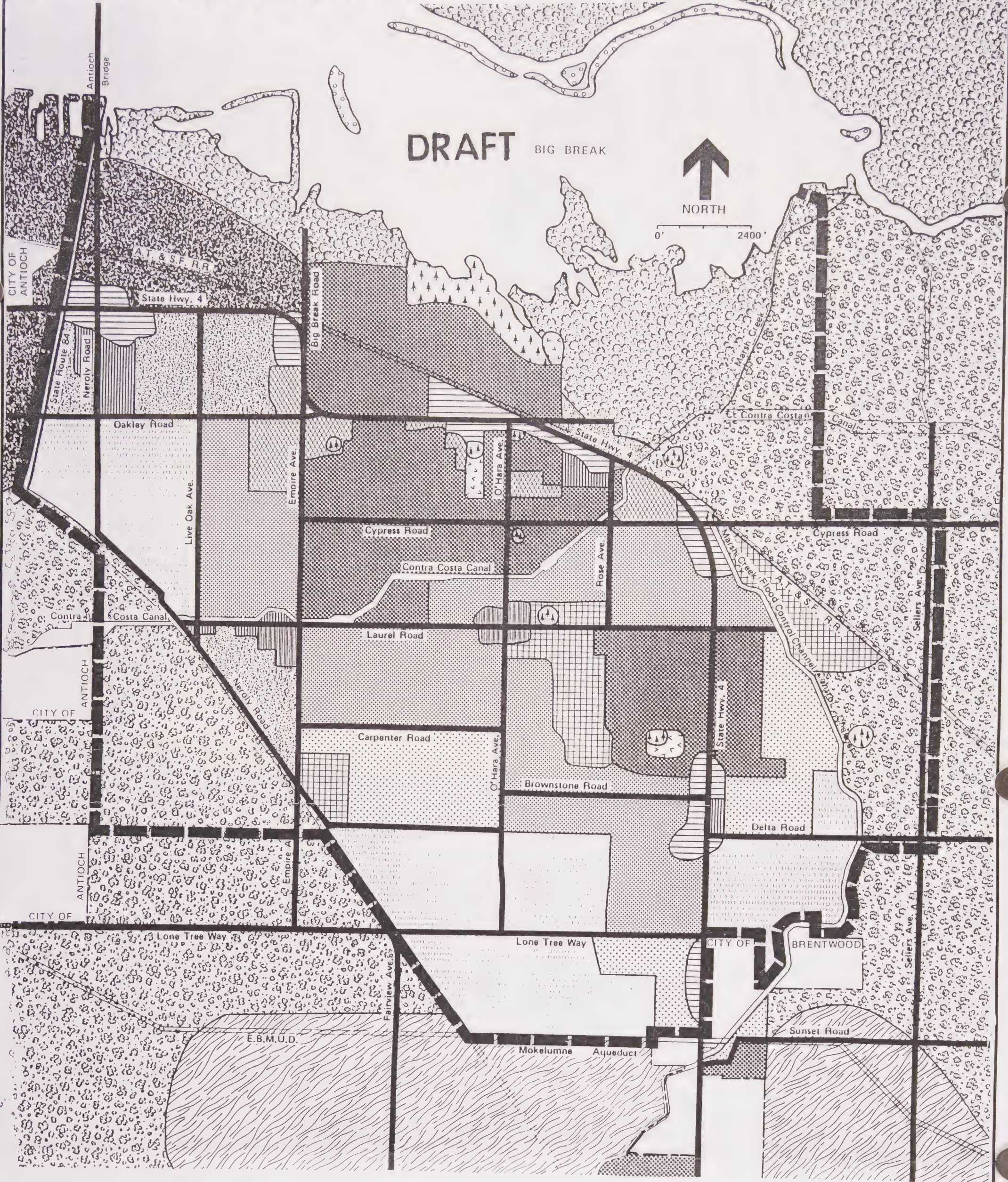
# East County Area General Plan

EAST COUNTY CIRCULATION PLAN TO 1990









DRAFT BIG BREAK



0' 2400'

ALTERNATIVE PROJECT  
MAP 6

LEGEND

RESIDENTIAL -

- 1 Acre Minimum Lot Size
- 1 to 3 D.U./ acre
- 3 to 5 D.U./ acre
- 5 to 7 D.U./ acre
- 7 to 12 D.U./ acre
- 12 to 21 D.U./ acre

- Commercial
- Neighborhood Commercial
- Light Industry
- Heavy Industry
- Office
- Public & Semi-Public

- Agriculture Residential
- Agriculture Recreation
- Agricultural Core
- Park & Recreation
- Recreation
- Alternative Project Area

DRAFT  
APRIL 1986





In the Sphere of Influence area to the south of Brentwood, the County and City plans are not consistent. The City has designated a Planned Employment Center south of Balfour Road, while the County includes the lands in the Agricultural Core. The City's agricultural zone begins south of the East Contra Costa Irrigation District main canal, outside the sphere boundary. Likewise, to the east Brentwood has planned low density residential uses beyond the current City limits, while the County's Agricultural Core designation begins at the City boundary.

### **Consistency of Plans Within the City**

The East County Area General Plan designates lands within the City of Brentwood according to the City's previously adopted 1978 General Plan. The previous city plan included only three basic residential categories: Urban Service (densities from 5.5 to 20 housing units per acre); Urban Support (1.5 to 6 units per acre); and Sub-Urban (0.5 to 4.5 units per acre).

Within the boundary of the 1978 City limits, the County plan generalizes these three categories into either Urban Density or Rural Density. For areas that were just outside of the City in 1978, but which have largely been annexed into Brentwood since then, the County plan indicates high density single family housing in the northern section of the City, and either low or medium density single family homes on the western side. The County's land use categories are generally reflective of the City's updated plan, although the proposed densities of the housing is not an exact match. The County General Plan does not take into account the Planned Employment Centers on the west and south sides of town.





#### IV. NORTH CENTRAL COUNTY CITIES

Martinez  
Concord  
Clayton  
Pleasant Hill  
Walnut Creek



## SUMMARY

The north central portion of Contra Costa County includes the four cities along the I-680 corridor (Martinez, Concord, Pleasant Hill, and Walnut Creek), as well as the tiny municipality of Clayton. Separate unincorporated communities in the region are the Alhambra Valley, Vine Hill, Pacheco, Clyde, Reliez Valley, and the developing area around the Pleasant Hill BART station.

This section of the County has attracted national attention, as has the San Ramon Valley and Pleasanton in Alameda County, because of the amount of new office construction. Downtown Walnut Creek and Concord have seen the construction of approximately two dozen major new office buildings, totally over 5 million square feet of space. The Association of Bay Area Governments (ABAG) expects that the northern I-680 corridor will be one of the fastest growing employment centers in the region during the late 1980's, adding 21,000 new jobs between 1985 and 1990. Accompanying the commercial development has been a steady amount of new housing that has been constructed in the area. However, both commercial and residential construction activity is projected to slow considerably in the 1990's as little developable land remains vacant.

There are some notable differences between the adopted County and City's General Plans for this area, although none of the inconsistencies can be considered major. In the unincorporated areas of Saranap and around the Pleasant Hill BART station, the County plan has been recently amended to allow some limited redevelopment of single family parcels to high density housing, and the City plans continue to show the lower densities. Conversely, in an unincorporated portion of the John Muir Parkway Specific Plan area, the City of Martinez has proposed multiple family residences, while the County plan designates lower densities. Also in the Martinez area, the County General Plan differs from the City map along Pacheco Boulevard in the Alhambra Valley. There are some minor inconsistencies in the North Concord area and the County map fails to recognize the development that Concord has planned for the old sand quarry site on Ygnacio Valley Road.

As in other parts of Contra Costa, the most glaring differences between the County and municipal plans are not in the Sphere of Influence areas, but within the City limits. Because many portions of the County General Plan have not been revised since 1963, the County's land use designations of residential densities and locations of commercial and industrial uses in some cities are woefully out of date. This is especially evident in Pleasant Hill, Martinez, Concord, and in downtown Walnut Creek.





## CITY OF MARTINEZ

### Status of General Plan Elements

Land Use Element	Adopted in 1973.
Circulation Element	Adopted in 1973.
Scenic Roadways Element	Adopted in 1972.
Open Space and Conservation Element	Adopted in 1972.
Safety and Seismic Safety Elements	Adopted in 1972.
Parks and Recreation Element	Adopted in 1973.
Government Jurisdiction Element	Adopted in 1973.
Noise Element	Adopted in 1985.
Housing Element	Adopted in 1985.
Central Martinez Specific Area Plan	Adopted in 1973.
Hidden Lakes Specific Area Plan	Adopted in 1971.
Alhambra Hills Specific Area Plan	Adopted in 1973, updated plan draft pending.
John Muir Parkway Specific Area Plan	Adopted in 1978, updated plan adopted in 1985.
Franklin Hills Specific Area Plan	Draft plan pending.

### Redevelopment Plans

(none)

### General Plan Land Use Categories

<u>Martinez</u>		Contra Costa County ( <u>Martinez Area</u> )	
RESIDENTIAL			
	<u>Units/ Gross Acre</u>	<u>Units/ Net Acre*</u>	<u>Units/ Net Acre</u>
Open Space/Conservation Use Lands	(0-1) or (0-2)	----	Single Family: Very Low Density (0-1)
Slope Density	-----	----	Low Density (1-3)
(1973 General Plan Categories)	(0-6) (6-12) (12+)	(0-7.5) (7.5-14.4) (14.4+)	Medium Density (3-5) High Density (5-7)
(Specific Area General Plan Categories)	(0-6) (7-12) (13-18) (19-25)	(0-7.5) (8.4-14.4) (15.6-21.6) (22.8-30.0)	Multiple Family: Low Density (7-12) Medium Density (12-21) High Density (21-29)
(Central Mtz. Categories)			
Category 1	(6,000 sq ft site min.)		
Category 2	(3,500 sq ft site area min.)		
Category 3	(3,000 sq ft site area min.)		
Category 4	(1,500 sq ft site area min.)		

\* Assumes 25% of the land for single family homes, and 20% for multiple family housing, is reserved for other uses (roads, etc.).





## General Plan Land Use Categories (continued)

### Martinez

### Contra Costa County (Martinez Area)

#### COMMERCIAL

Retail and Services

Commercial

Commercial

Commercial Service

Mixed Use (central Martinez only)

#### OFFICE

Professional and Administrative  
Office

Office

Limited Office

#### INDUSTRY

Industrial

Industry

Light Industrial Research  
and Development

Light Industry

#### PUBLIC RELATED

School

Public and Semi-Public

Public Facilities/Institutions

#### OPEN SPACE

Parks and Recreation

General Open Space

Public Permanent Open Space

Parks and Recreation

Open Space/Conservation Use Land

Open Space

Buffer

#### AGRICULTURE

Agriculture Preserve

## Discussion of Plans

The Martinez General Plan consists of several major elements that were adopted in the early 1970's (Land Use, Circulation, Open Space, Safety), and that have not been updated since then. The City has instead concentrated its long range planning efforts on preparing (and updating) "specific area plans" for developing parts of Martinez. These plans were not originally prepared as Specific Plans, as defined under State planning laws, but rather are more detailed area plans which were adopted as part of the City's General Plan.

The Martinez General Plan includes four residential categories with relatively broad density ranges. Much of the housing outside of the more dense downtown



waterfront area is designated for zero to six units per acre (see Map 1). A large industrial zone in the northeastern section of the planning area represents the large Shell Oil refinery and adjacent Stauffer Chemical plant. In other parts of the City, the 1973 map has not been updated to show more recently adopted specific area plans.

The Central Martinez General Plan, also adopted in 1973, delineates land uses in the downtown area, as well as along the Alhambra Avenue corridor (see Map 2). The central business district is bordered by a mixed use category which allows housing, commercial, and office uses. "Group 3" and "Group 4" multiple family housing is designated for the neighborhoods around the downtown and east of Alhambra Avenue near the Highway 4 freeway interchange. Although the Central Martinez General Plan has not been formally amended since 1973, a citizens committee formed by the City Council issued a Central Martinez Study with recommended policy changes in 1983. A revised central Martinez plan is to be prepared sometime in the near future.

Two specific area plans are now pending approval before the City: a major revision of the Alhambra Hills Plan and the proposed Franklin Hills Specific Area Plan. Both of these areas of the City are characterized by very hilly, unstable terrain, and the plans seek to define what infrastructure will be required to support a modest amount of residential development. The Franklin Hills are located west of the downtown waterfront area; the Alhambra Hills are located between the Alhambra Valley (unincorporated) and Alhambra Avenue in the southern portion of the City (see Map 4 in the "Consistency of Plans in the Sphere" Section). It is anticipated that approximately 300 to 750 homes could be constructed in the Alhambra Hills area over the next fifteen years, while between 25 and 350 homes could be built in the Franklin Hills.

Much of the recent development that has occurred within Martinez has been along the Highway 4 (John Muir Parkway) corridor in the western and southern area of the City (see Map 3). The John Muir Parkway Specific Area Plan, originally adopted in 1978, called for development of approximately 2,800 single and multiple family homes and 2.5 million square feet of job-generating uses (commercial and industrial). The plan contains four residential categories: Low Density (0 to 6 units per acre); Medium Density (7 to 12 units or 13 to 18 units per acre); and High Density (19 to 25 units per acre).

A recent update to the plan adopted in 1985 increases the density of some vacant residential properties to allow 1,000 more multiple family units and changes some commercial/industrial designations to allow more office/R&D development and less light industrial and service commercial uses. The changes in land use designations mean that over the next fifteen years projected employment in the area is expected to increase from 8,800 to 9,700 jobs. Residential and employment growth in the Muir Parkway area, which includes some unincorporated lands along Pacheco Boulevard, is expected to account for 60% of all housing units and jobs that are added in the City between now and the year 2000.

In addition to a maximum of 750 new homes in the Alhambra Hills, 350 new houses in the Franklin Hills, and 3,800 units that could be constructed in the John Muir Parkway area, recent estimates by City planning staff anticipate the



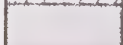


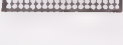



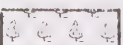
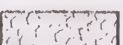
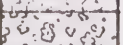






# THE CITY OF MARTINEZ CALIFORNIA

MAP 1

## GENERAL PLAN LAND USE POLICY

- |   |                                  |
|---|----------------------------------|
| RESIDENTIAL   |                                  |
|   | 0-6 UNITS/GROSS ACRE             |
|  | SLOPE DENSITY ORDINANCE          |
|  | 6-12 UNITS/GROSS ACRE            |
|  | 12 AND OVER UNITS/GROSS ACRE     |
| COMMERCIAL  |                                  |
|  | RETAIL AND SERVICES              |
|  | PROFESSIONAL AND ADMINISTRATIVE  |
| INDUSTRIAL  |                                  |
|  | INDUSTRIAL                       |
| COMMUNITY FACILITIES  |                                  |
|  | SCHOOLS                          |
|  | PUBLIC INSTITUTIONS              |
|  | PARKS AND RECREATION             |
| OPEN SPACE  |                                  |
|  | PUBLIC PERMANENT OPEN SPACE      |
|  | OPEN SPACE/CONSERVATION USE LAND |
|  | SPECIAL STUDY AREA               |
|  | PARKWAY HOLDING ZONE             |

CARQUINEZ STRAITS



scale (1000 feet)  
0 2 4

MAP PREPARED BY THE COMMUNITY DEVELOPMENT DEPT.  
CONTRA COSTA COUNTY  
ADMINISTRATION BUILDING - MARTINEZ  
CALIFORNIA 94553 - JUNE 1986





SPECIAL STUDY AREA

SOUTHERN PACIFIC RAILROAD

SHELL OIL CO

COUNTY - SAN JUAN  
PEACE STEAM PLANT

JH MARTINEZ JUNIOR HIGH SCHOOL

CONTRA COSTA COUNTY HOSPITAL

HS HIGH SCHOOL

JONES MUIR SCHOOL

VETERANS ADMINISTRATION HOSPITAL



FEET



# CENTRAL MARTINEZ GENERAL PLAN

AS ADOPTED BY RESOLUTION 120  
SEPTEMBER 19, 1973

MAP 2

## RESIDENTIAL

- Group 1
- Group 2
- Group 3
- Group 4

## COMMERCIAL

### INDUSTRY

OPEN SPACE,  
PARKS AND  
RECREATION

## MIXED USE

A. Commercial,  
Office, &  
Group 4 Residential.

B. Commercial  
& Group 2  
Residential

## CIRCULATION

- Freeway
- Arterials  
(2 lanes  
each way)
- Collectors

## COMMUNITY FACILITIES

- Governmental G
- Schools EJS-HS
- Hospitals H





# JOHN MUIR PARKWAY SPECIFIC AREA PLAN

CITY OF MARTINEZ JUNE 1986

## LEGEND



COMMERCIAL (C)  
PROFESSIONAL & ADMINISTRATIVE OFFICES (O)  
PUBLIC/SEMI-PUBLIC (P)  
LIGHT INDUSTRIAL (LI)  
RESEARCH & DEVELOPMENT (RD)  
OPEN SPACE  
BUFFER ZONE  
NEIGHBORHOOD PARK  
MIXED USE  
CITY LIMIT

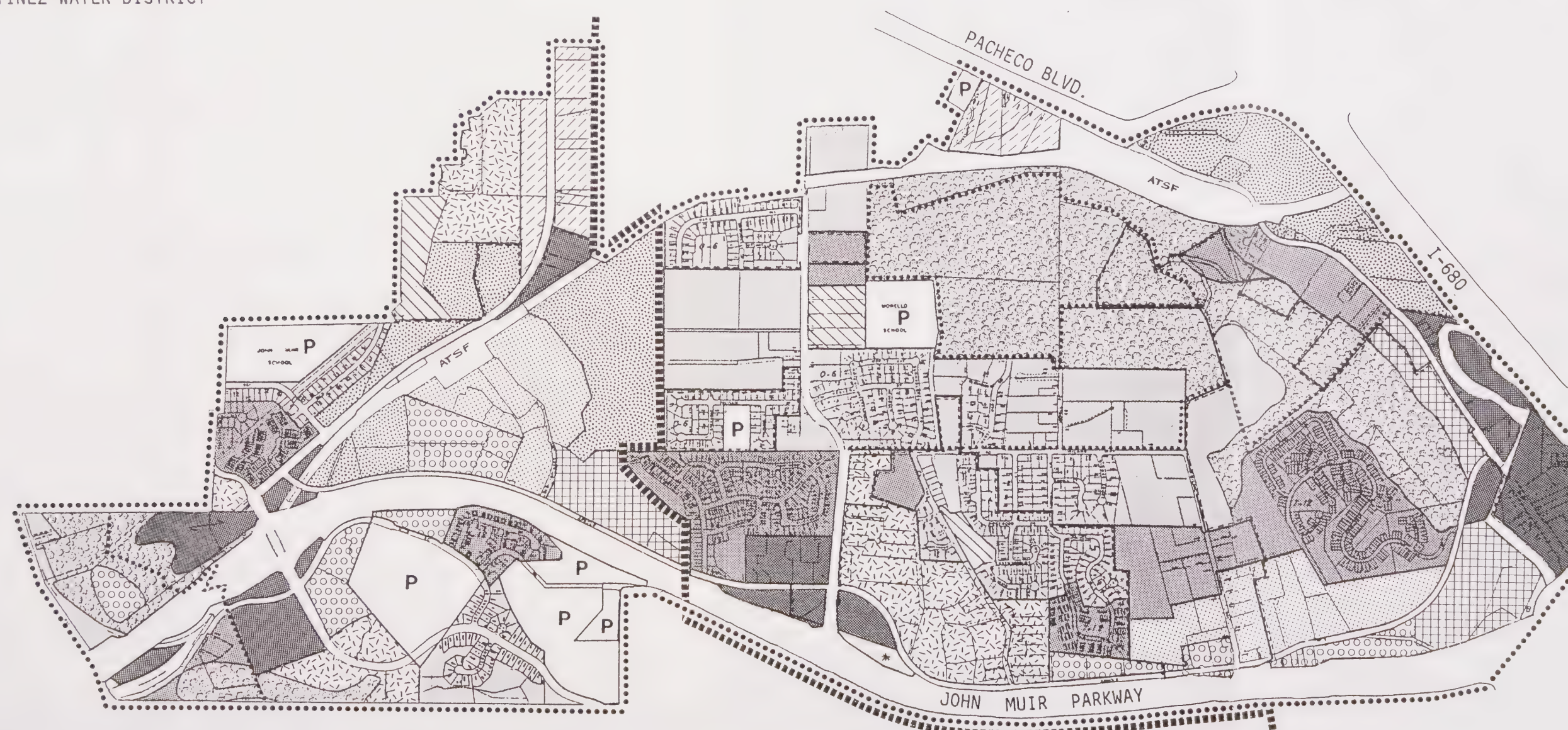
..... JOHN MUIR PARKWAY BOUNDARY

RESIDENTIAL  
0-6 UNITS PER ACRE  
7-12 UNITS PER ACRE  
13-18 UNITS PER ACRE  
19-25 UNITS PER ACRE



NORTH

SCALE 1" = 1270'







addition of another 750 housing units during the next fifteen years in the central downtown area of the City, as well as 575 homes south of Highway 4.

### **Discussion of Other Relevant Plans or Ordinances**

The Martinez Waterfront Planning Agency, consisting of the City and the East Bay Regional Park District, has jointly developed the Martinez waterfront as a major regional shoreline park. A land use, recreation, and conservation plan for the waterfront was adopted by the City in 1975, although the waterfront plan was never amended into the General Plan. The Land Use map in the General Plan continues to show the western portion of the waterfront as a Special Study Area and the eastern side as Public Permanent Open Space.

Portions of the Martinez waterfront park are owned and maintained by the City (the marina and playing fields), while the majority of the acreage is administered by the East Bay Regional Park District. Most of the planned development of the facility has been completed. The City owns approximately 15 acres of vacant land near the marina which may be developed in commercial uses (a bait shop and another restaurant complex) in the near future.

### **Consistency of Plans in the Sphere**

The Martinez Sphere of Influence extends into large areas of unincorporated lands on two sides of the City (see Map 4). To the southwest, the City Sphere extends into the Alhambra Valley, which the City's General Plan Land Use Element designates for either low density residential use along the northern portion of Alhambra Valley Road (0 to 6 units per gross acre) or Open Space/Conservation Use Land with a 40,000 square foot minimum lot size (see Map 1).

The Alhambra Valley has been the source of discussion between the County and City in the past because the County General Plan allows more low density residential development there than the City plan does. A very active homeowners association in the valley has sought to maintain the rural environment of the area, while owners of hillside ranches have objected to the placing of their properties in Open Space General Plan categories. Responding to development pressures in the area, the Greater Alhambra Valley Area General Plan Amendment was prepared and adopted by the County in 1982.

The Alhambra Valley amendment redesignated all open space lands in the area to as either Agricultural Preserve or the new Agricultural Lands category (see Map 5). Additionally, the plan amendment changed the allowed residential density along the rural portion of Alhambra Valley Road from low density (1 to 3 units per net acre) to very low estate-type density (no more than one unit per acre).

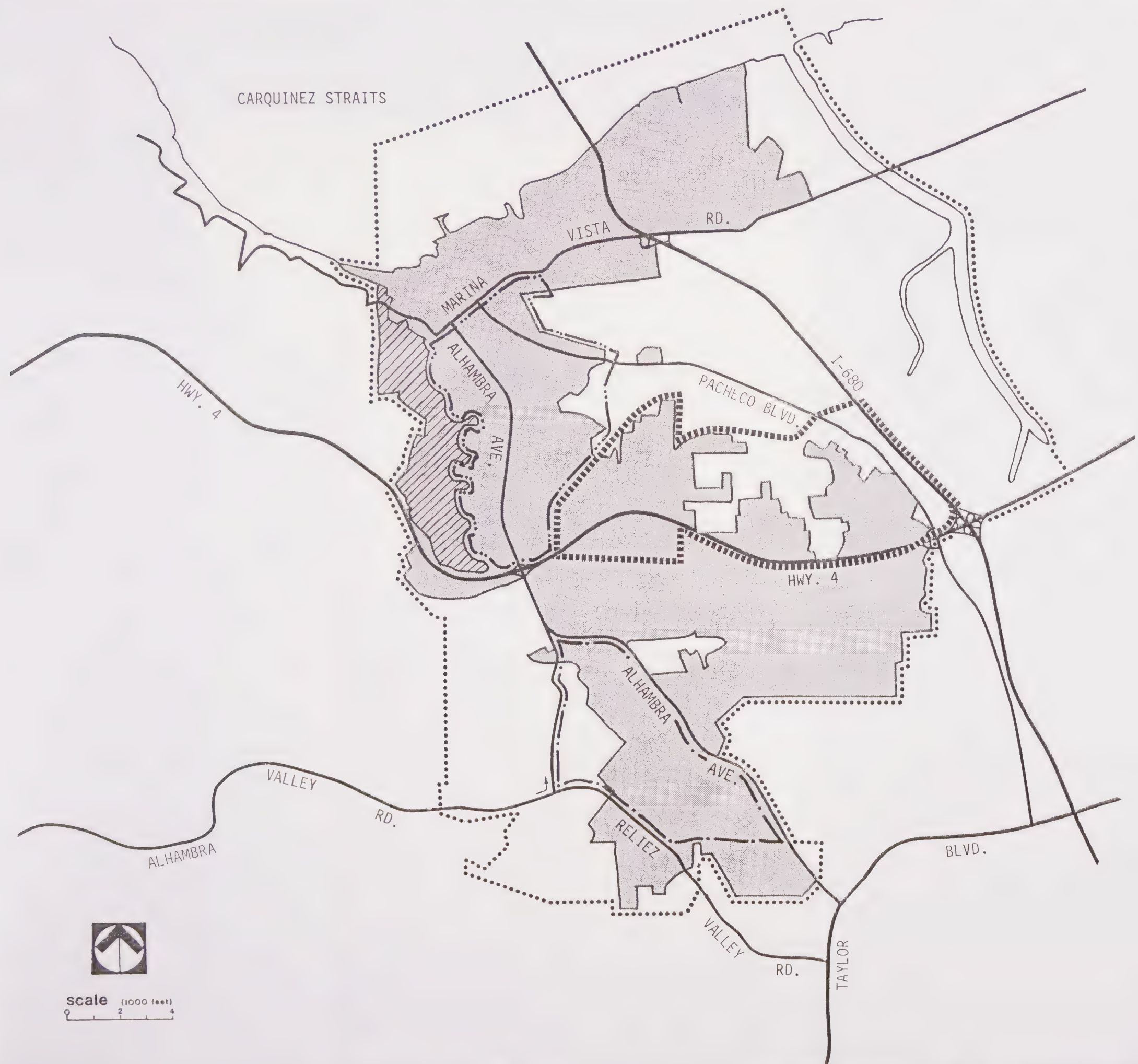
Recent low density residential projects which have been approved by the County in the Alhambra Valley area (the Stonehurst, Deadhorse, and Saddlehorn Ranch projects) have raised concerns by the City in regard to water service,









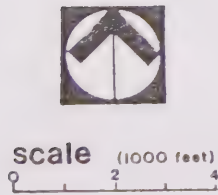


THE CITY OF  
**MARTINEZ**  
CALIFORNIA

MAP 4



-  CITY LIMITS (6/1986)
-  CITY SPHERE OF INFLUENCE (6/86)
-  JOHN MUIR PARKWAY SPECIFIC PLAN
-  ALHAMBRA HILLS SPECIFIC PLAN
-  CENTRAL MARTINEZ SPECIFIC PLAN
-  FRANKLIN HILLS SPECIFIC PLAN

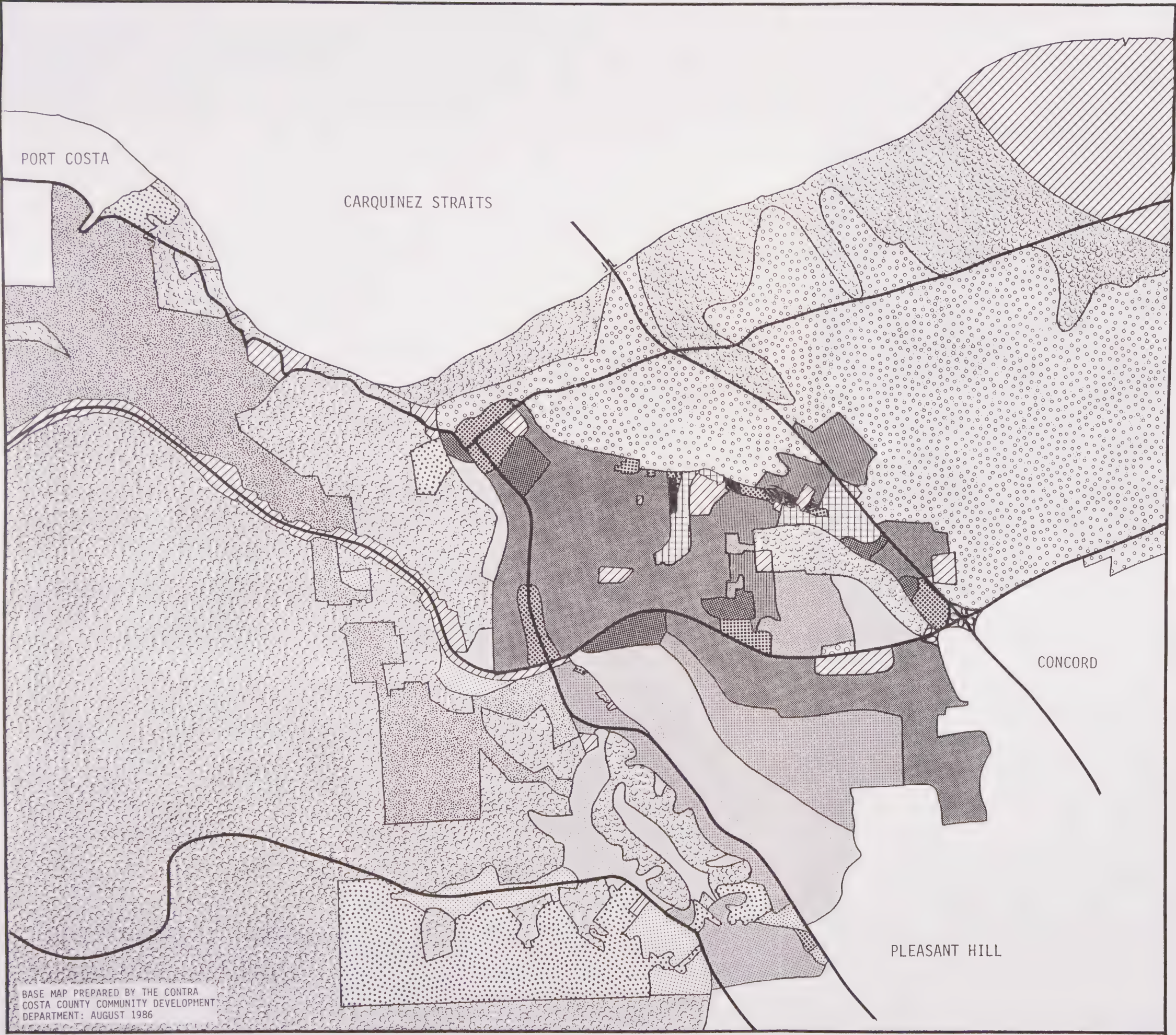








NORTH  
SCALE: 1"=4500'



LEGEND

RESIDENTIAL

- SINGLE FAMILY -VERY LOW DENSITY
- SINGLE FAMILY -LOW DENSITY
- SINGLE FAMILY -MEDIUM DENSITY
- SINGLE FAMILY -HIGH DENSITY
- MULTI-FAMILY -LOW DENSITY
- MULTI-FAMILY -MEDIUM DENSITY
- MULTI-FAMILY -HIGH DENSITY

- LIGHT INDUSTRIAL
- HEAVY INDUSTRIAL
- OFFICE
- COMMERCIAL

- PUBLIC/ SEMI-PUBLIC
- OPEN SPACE/AGRICULTURAL LANDS
- PARKS AND RECREATION
- AGRICULTURAL PRESERVE





drainage/flood control, and traffic issues. Improvements on or off the project sites to control possible flooding along Alhambra Creek are of particular concern to the City, since the most impacted portion of the creek is in downtown Martinez. A Specific Plan for the Alhambra Valley is to be prepared as part of the County's Comprehensive General Plan Review program.

To the east of Martinez, the unincorporated Pacheco Boulevard-Vine Hill area is included in the City's Sphere of Influence, as well as all of the lands bounded roughly by I-680, the Pacheco Slough and Walnut Creek Channel, and Highway 4. In the east end of the John Muir Parkway area (Vine Hill), the City has been systematically annexing properties near Milano Way, where a large Citation Homes subdivision is currently under construction.

The John Muir Parkway Specific Area Plan contains only four residential categories, while the County General Plan contains six residential designations. In some areas, the City plan designates higher densities than the County plan (e.g. the unincorporated properties west of Milano Way and the City properties east of Morello Avenue). The County General Plan does not reflect the higher densities allowed under the Muir Parkway Plan within the City, or the higher densities that are recommended by the City along unincorporated Milano Way (see Map 4).

There are also some unincorporated parcels within the Parkway Area which have been designated by the City for campus-style research and development uses, as opposed to the less restrictive light industrial category used in the County plan (e.g. along Howe Road near the ATSF railroad tracks and on Pacheco Boulevard). The biggest discrepancy between the two plans exists for the properties between Pacheco Boulevard and I-680, near the ATSF tracks. The newly revised Muir Parkway plan calls for a large area devoted to R&D uses along Pacheco Boulevard, with commercial (retail services) south of the Contra Costa Canal. The 1982 County General Plan Amendment designates the properties for primarily residential uses north of the canal and retail or commercial service uses south of it.

In the Sphere area east of I-680, the 1973 Martinez Land Use map indicates Open Space/Conservation Use Land, while the County plan shows industry and general open space. A recent request before the City to allow a large light industrial park off Waterbird Way was denied. The City has rezoned all of the unincorporated lands south of Waterfront Road as Environmental Conservation District - Light and Heavy Industrial. The Open Space Element of the City's General Plan, however, states that "recreation and limited industrial development compatible with the wetland habitat and other natural conditions present are appropriate uses."

### **Consistency of Plans Within the City**

Several inconsistencies exist between the City and the County's General Plan land use maps for Central Martinez. In particular, the large open space areas in the Hidden Lakes subdivisions south of Route 4 are not shown on the County map; an industrial designation is shown on the County map along the Southern Pacific tracks in downtown Martinez; and the Martinez waterfront is not designated as a park/recreation facility by the County.





## CITY OF CONCORD

### Status of General Plan Elements

Land Use Element	Adopted in 1982, amended in 1984.
Transportation Element	Adopted in 1982.
Open Space Element	Adopted in 1973.
Conservation Element	Adopted in 1973.
Parks and Recreation Element	Adopted in 1985.
Geologic (Seismic) Hazards and Public Safety Element	Adopted in 1976.
Scenic Routes	Adopted in 1973.
Noise Element	Adopted in 1976.
Newhall Ranch Area Plan	Adopted in 1976.
Clayton Road Specific Plan	Adopted in 1980.
School District Specific Plan	Adopted in 1985.
North Todos Santos Specific Plan	Adopted in 1986.

(Three other older specific plans adopted)

### Redevelopment Plans

Central Concord Redevelopment Plan	Adopted in 1974, as amended.
------------------------------------	------------------------------

### General Plan Land Use Categories

<u>Concord</u>		Contra Costa County ( <u>Concord Area</u> )	
		RESIDENTIAL	
	<u>Units/ Gross Acre</u>	<u>Units/ Net Acre*</u>	<u>Units/ Net Acre</u>
Very Low Density	(0-4)	(0-5)	Single Family: Very Low Density (0-1)
Low Density	(4-8)	(5-10)	Low Density (1-3)
Medium Density	(8-24)	(9.6-28.8)	Medium Density (3-5)
High Density	(over 24)	(over 28.8)	High Density (5-7)
			Multiple Family:
			Very Low Density (4-7)
			Low Density (7-12)
			Medium Density (13-21)
			High Density (21-29)

\* Assumes 25% of the land for single family homes, and 20% for multiple family housing, is reserved for other uses (roads, etc.).



## General Plan Land Use Categories (continued)

<u>Concord</u>	Contra Costa County ( <u>Concord Area</u> )
COMMERCIAL	
Major Business Area	Commercial
Minor Business Areas	Airport Commercial
Core - Downtown	
Core - West Concord	
OFFICE	
Employment - Office	Office
INDUSTRIAL	
Employment - Industry	Industry Light Industry
PUBLIC RELATED	
	Public and Semi-Public
OPEN SPACE	
Parks-Open Space	General Open Space
Naval Weapons Station	Parks and Recreation
AGRICULTURAL	
	Agricultural Preserve

## Discussion of Plans

The planning area for the City of Concord covers a large area bounded by the City of Pleasant Hill and the Walnut Creek channel on the west, the City of Walnut Creek on the south, the City of Clayton and the limits of the U.S. Naval Weapons Station on the east, and Suisun Bay on the north. The General Plan map includes all of the properties owned by the U.S. Navy, as well as the small unincorporated community of Clyde.

The Land Use Element of the Concord General Plan specifies four residential land use categories: Very Low Density (0 to 4 units per gross acre); Low Density (4 to 8 units per acre), Medium Density (8 to 24 units per acre), and High Density





(over 24 units per acre). In addition, a residential category called Medium Density Thru Density Transfer is included on the General Plan map. The latter designation has been applied to a developed multiple family project along Kirker Pass Road and in the Turtle Creek neighborhood east of Treat Lane.

The majority of neighborhoods in Concord are planned for Low Density development, with Very Low Density homes designated on the lower hillsides of Lime Ridge, on a portion of the former Newhall Ranch property south of Pine Hollow Road, and in the Ayers Road-Myrtle Drive neighborhood between Bailey and Kirker Pass Road (see Map 1). Medium Density apartments or townhouses (8-24 units per acre) are specified along Clayton Road, near major intersections, (Treat/Oak Grove, Treat/Cowell, etc.), and on the Newhall parcels north and south of Ygnacio Valley Road.

Areas of the City which have been planned as High Density housing include a large swath along Monument Boulevard and south of Clayton Road on the edge of the downtown. The City has also recently adopted a Specific Plan for the 15 block North Todos Santos neighborhood, located north of Concord Avenue near Mt. Diablo Hospital. The plan allows high density residential development (up to 43 units per acre) for large, aggregated sites. A proposal to permit even higher densities (up to 100 units per acre) in the area in order to provide housing for downtown office workers, was not adopted. Apartment densities within the downtown redevelopment area, however, allow construction of up to 100 units per acre, with even greater densities permitted for senior citizens projects (see discussion of the redevelopment plan below).

The Land Use Element text notes that the density ranges for housing in the City does not entitle a property owner to the maximum number of units. Consideration must also be given to specific site characteristics and capabilities, proximate land uses and zoning, as well as areawide impacts and capacities. The text states that projects with densities in excess of the maximum prescribed by the General Plan area not allowed, except in cases where density bonuses authorized by the Housing Element are applied or where housing is calculated using a floor area ratio (FAR) measurement.

The General Plan notes that residential growth in Concord has slowed down considerably in recent years as the City matures into the largest community in the county. The greatest surge of housing development occurred during the 1960's, when the population of Concord more than doubled from 36,200 to 85,400. The Association of Bay Area Governments estimates that the current population of Concord and its surrounding Sphere of Influence is approximately 107,400, although the City believes this estimate is low. ABAG projects future growth in the area of only another 7,500 residents over the next twenty years.

The three major areas of the City where recent development has occurred, or could occur in the future, include lands along Kirker Pass Road; and Pine Hollow Road; portions of the downtown redevelopment district; and the Newhall properties on either side of Ygnacio Valley Road and near Pine Hollow Road. Seeno Construction Company is completing a 300 unit subdivision on Pine Hollow











Road and is also in the process of annexing land across from the Concord Pavilion on Kirker Pass Road in order to build 108 single family homes.

The City has recently approved several large senior citizen apartment and condominium complexes in the downtown, with some units made affordable to low and moderate income renters and buyers through subsidies from the City's Redevelopment Agency. The projects include the Broadway Apartments (72 units), an 89 unit complex next door at California and Broadway, a 96 unit building (Plaza Towers), and the Civic Plaza condominiums (228 units) adjacent to the BART station. In addition, Castle Construction Company is negotiating with the City to build a 501 unit multiple family complex on the edge of the downtown at Clayton Road and The Alameda.

A Specific Plan has been prepared recently by the City to guide redevelopment of the nine acre former Elementary School site east of the downtown, which is now in use as a continuation high school. The plan anticipates development of the site for high density housing (36 units per acre), which would yield approximately 235 to 300 units depending on the amount of supporting commercial uses.

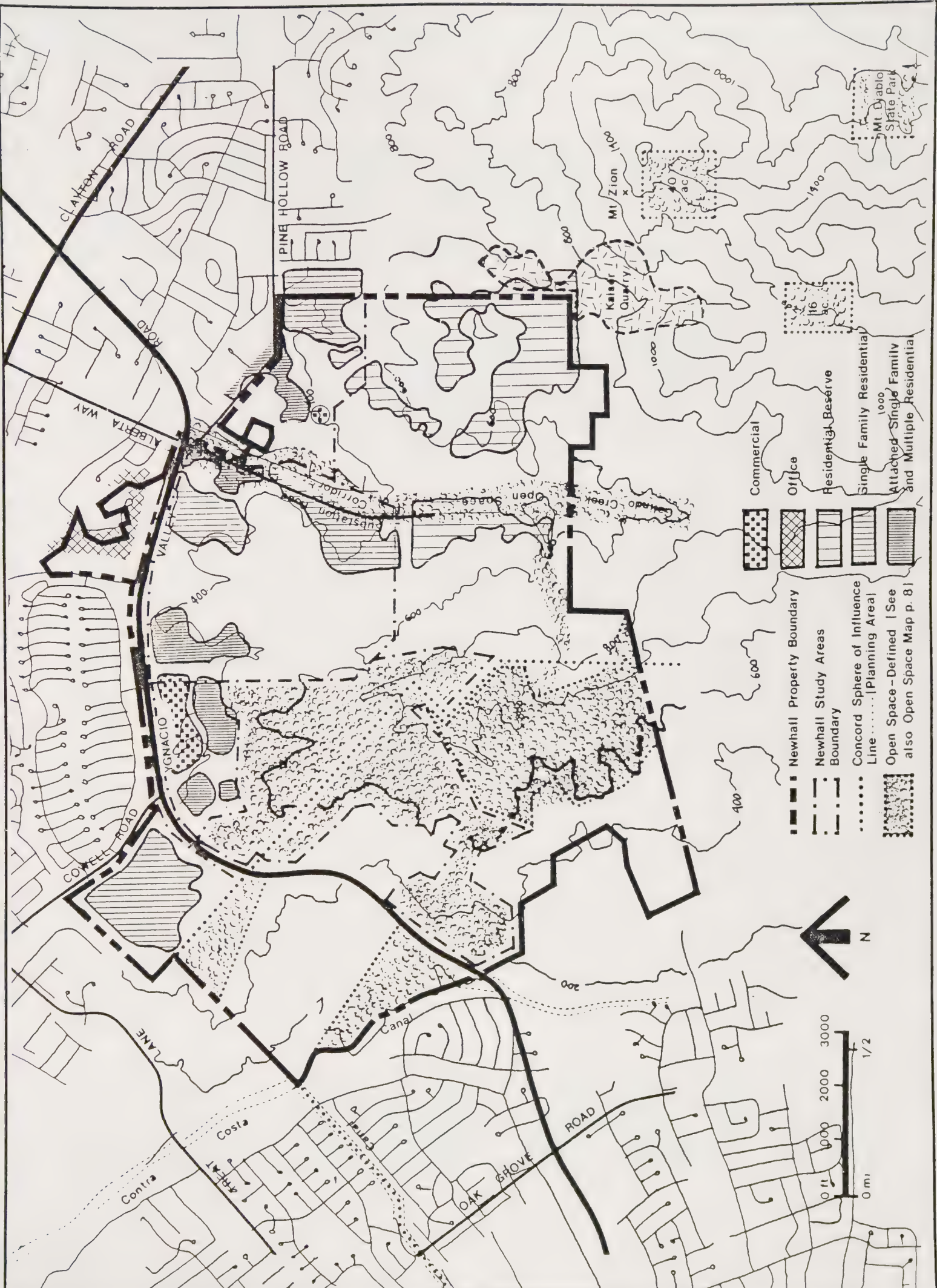
The Newhall properties north and south of Ygnacio Valley Road between Cowell Road and Alberta Way will be developed according to the policies contained in the Newhall Ranch Area Plan, adopted in 1976, and amended since then. The properties include a large natural area astride Lime Ridge which will not be developed, but will be preserved as open space between Concord and Walnut Creek. A 380 acre parcel was purchased by the State in 1969 to reserve land in Contra Costa County for a future four year college campus (see Map 2). The Pine Hollow portion of the ranch is now being developed in single family homes by Seeno, as discussed previously.

To the west and south of the state college site, several hundred housing units and commercial uses could be constructed on the old sand quarry property and on the southern parcels, according to the land use policies set forth in the area plan. The sand quarry area along Ygnacio Valley Road is one of two portions of the Newhall Ranch which is still under County jurisdiction. The Newhall Ranch Area Plan stated that the sand quarry site could be developed with a maximum of 360 housing units and 32 acres of commercial uses prior to 1983, while the southern sub-area was not to be developed until after that date. There have been no specific application approved by the City for the sand quarry area. Portions of the southeast sub-area of the Newhall lands are still under an active Williamson Act contract. Some of the property is unincorporated and has not been placed within Concord's Sphere of Influence, although it is within the City's planning area.

North of Ygnacio Valley Road, the Cowell Road sub-area of the ranch has been developed in single family homes. The northeastern study area, located between the Turtle Creek subdivision and Galindo Creek around the Live Oak Cemetery, was originally planned for office uses, but the land use designation was later amended to allow medium density residences. A use permit and tentative map have been approved for the "Live Oak" subdivision, and staff is now reviewing revised plans to build 230 homes.







MAP 2 CITY OF CONCORD NEWHALL RANCH PLAN





In terms of commercial development, recent office and retail construction has been largely confined to the Central Concord Redevelopment area (see Map 3). The 1982 General Plan projected commercial growth through 1995 in the City of approximately 5.4 million square feet of office and 2.7 million square feet of retail stores. Since 1982, however, over 2 million square feet of offices have been constructed, with another 2 million square feet planned or approved.

The largest office complex is the 15 acre Bank of America Technology Center (1.1 million square feet), which will house the bank's data processing operations when completed. Other large office buildings that have been completed or are under construction include the Tishman-Wirth One Concord Centre (728,000 square feet), the WCN Concord Office Plaza (600,000 square feet), the Reynolds and Brown Airport Plaza complex (530,000 square feet), the Chevron USA credit card processing center (382,000 square feet), and Bedford's One and Two Corporate Centre (317,000 square feet). Recent office and residential projects are shown on Map 3.

The Central Concord Redevelopment project was originally adopted in 1976 and has been most recently amended in 1985. The recently adopted urban design guidelines for the downtown portion of the large redevelopment district call for an additional 4 million square feet of office space (including the Bank of America complex) in the immediate downtown area, with another 1 million square feet of office permitted along Willow Pass Road (see Map 4).

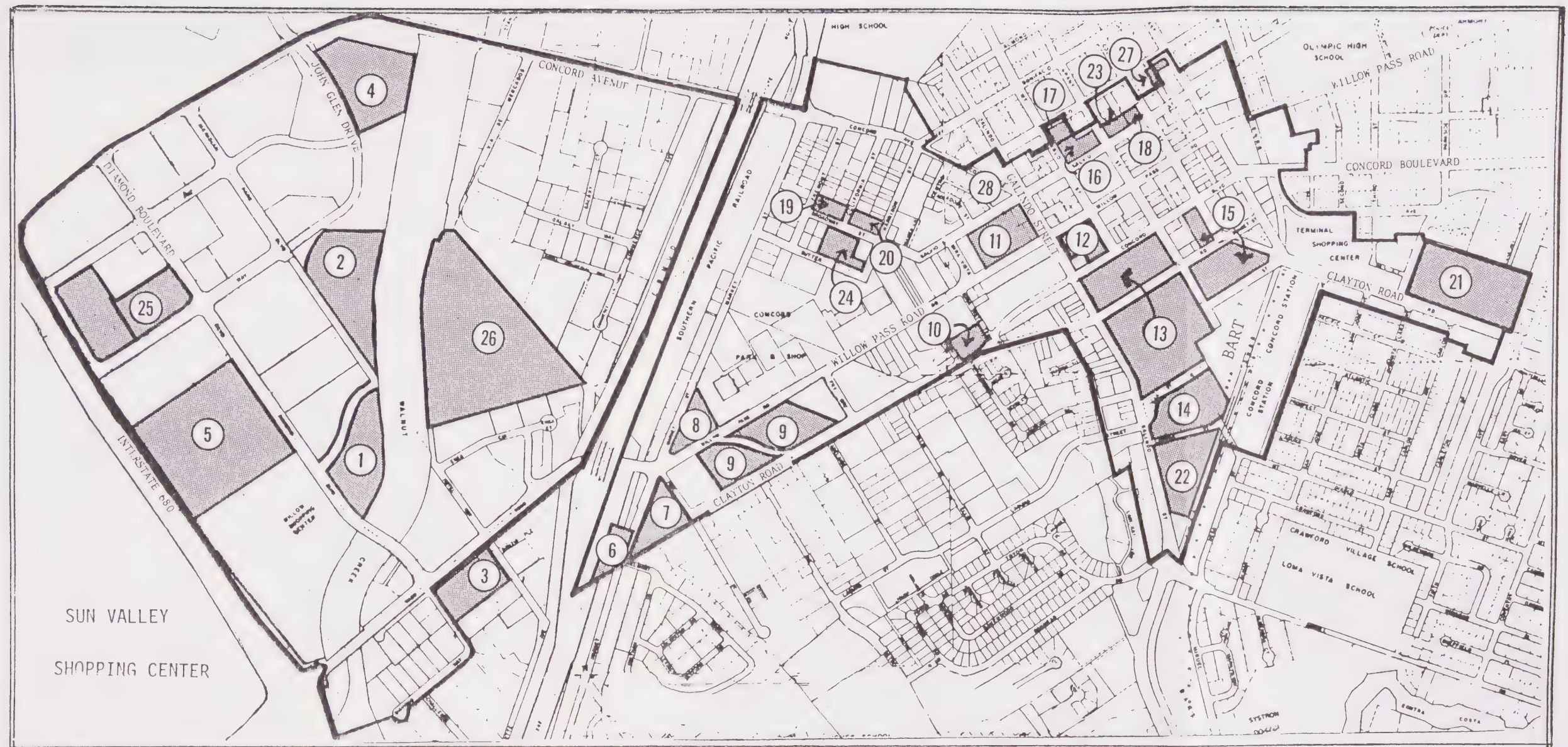
The plan allows 15 story or 200 foot buildings near the BART station and along Willow Pass and Clayton Roads, tapering down to 55 feet, or four stories, near Todos Santos Plaza. An additionally 200,000 square feet of retail stores are planned in the downtown, as well as two or three hotels and a range of 2,000 to 5,000 multiple family housing units. The plan specifically aims to create a close knit pedestrian environment of arcades, light-colored tall buildings, boutiques and restaurants at street level, and public art. The guidelines have been codified in the City's zoning ordinance but were not amended into the General Plan.

The Concord redevelopment area also includes a substantial amount of land west of the downtown on either side of Highway 242 and along I-680. The General Plan designates properties between I-680 and the Walnut Creek channel as Core-West Concord, a service and employment land use category (see Map 1). The existing Sun Valley Shopping Center west of the I-680 freeway is also included in this category. Numerous office and light industrial park projects have been approved by the City in the area south of the Buchanan Field airport. In contrast, the lands east of the Walnut Creek Channel on either side of Concord Avenue have been planned for Employment-Industry, with warehousing and light industrial uses allowed.

The Concord General Plan also designates industrial areas around the Systron Donner research and development complex and along Detroit Avenue and Shary Circle. The largest areas designated for industrial uses, however, are located north of Highway 4 between the Port Chicago Highway and Solano Way. The text of the plan notes that this huge area, much of which is unincorporated, consists of long-established heavy industries (Tosco Oil, Monsanto Chemical)





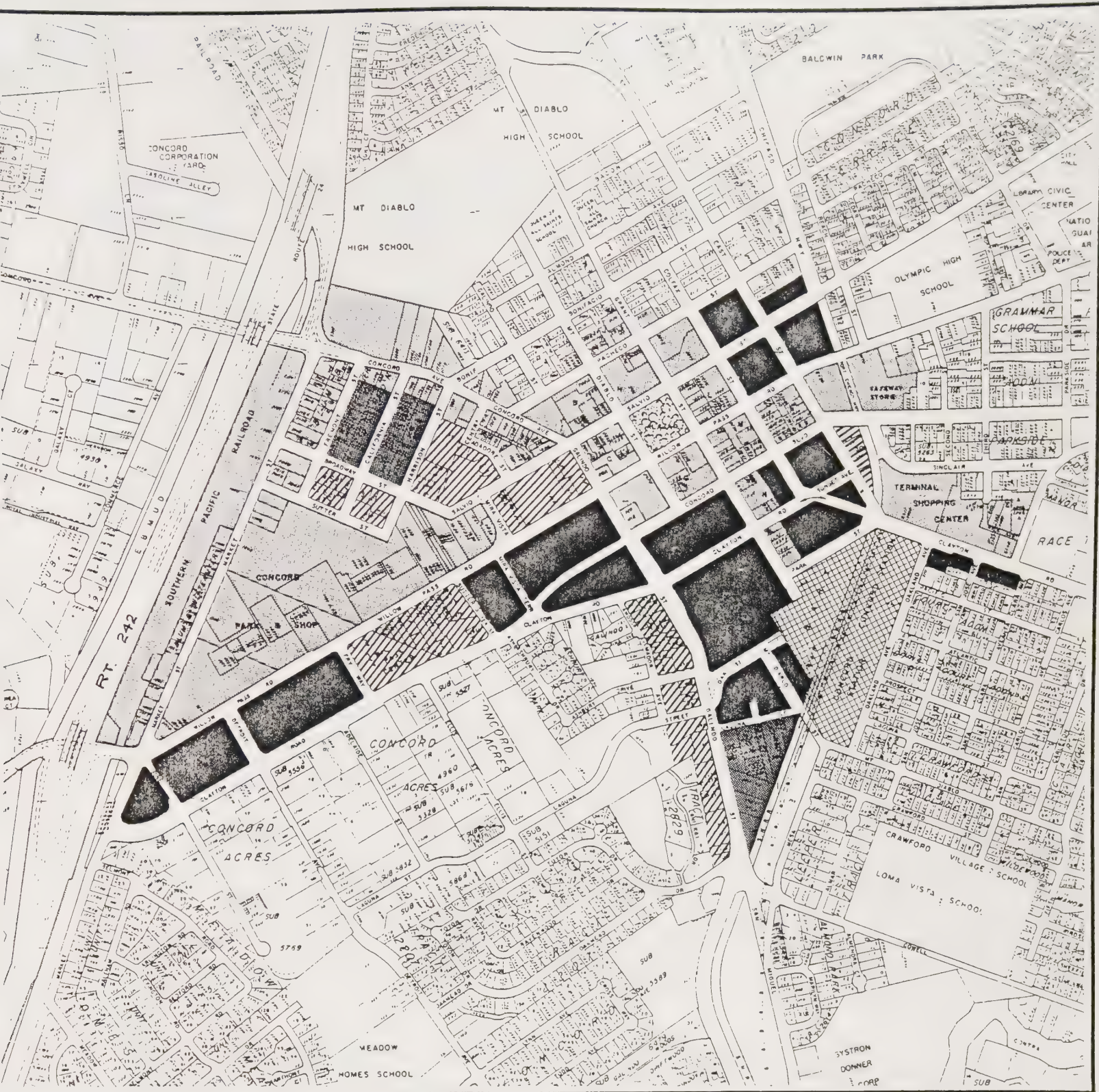


MAP 3 RECENT DEVELOPMENT PROJECTS IN THE DOWNTOWN CONCORD AREA

1. Concord Hilton Hotel, 300 rooms, 15,000 square feet conference facilities. Complete.
2. WCN/Red Lion Hotel, 400 rooms, 25,000 square feet conference facilities. Start date: Fall 1986.
3. Bedford Associates Office Building #1 127,000 square feet. Complete. Office Building #2, 202,000 square feet. Est. completion March 1987.
4. Reynolds & Brown Airport Plaza, 355,000 square feet. Complete.
5. Chevron accounting center, 634,220 square feet. Complete.
- 6a. Clayton Road - 242 Offramp. Complete.
- 6b. City Entryway, a landscape and public art project. Start date: Fall 1986.
7. V.R.G. Office Project, 115,000 square feet. Start date: Fall 1986.
8. Crocker Bank & Emil Villa's, 17,000 square feet. Complete.
9. Seeno Gateway Towers, 635,300 square feet. Phase I complete. Phase II under construction.
10. WCN's Concord Plaza Offices, 190,848 square feet. Under construction. Estimated completion Summer 1986.
11. Retail, hotel, office and residential site: 3.48 acres.
12. Bank of America, Concord Main Branch, 50,000 square feet. Complete.
13. Bank of America Technology Center, 1,100,000 square feet, 2500-space parking garage. Fully complete and occupied: March 1987.
14. 5.5 acre office site. No projected start date.
15. Tishman Office Centre office project, 728,000 square feet. Phase I 364,000 square feet under construction; estimated completion Spring 1987.
16. Salvio Pacheco Square 120,000 square feet retail and offices. Completed 1983.
17. Park Terrace Apartments, 45 units. Under construction. Projected completion Fall 1987.
18. Redevelopment Agency public garage. 512 spaces. Complete.
19. Broadway condominiums. 72 units. Under Construction. Projected completion Fall 1987.
20. Broadway Plaza condominiums, 87 units, complete.
21. Site for approximately 650 residential units. Start date unknown.
22. Perma-Bilt condominiums, 376 units. Projected start date Phase I: Fall 1986.
23. Plaza Towers Senior Citizens Housing, 96 units. Under construction. Estimated completion Summer 1987.
24. 1.43 acre site for approximately 145 residential units.
25. Galaxy Associates office building. Phase I building, 80,000 square feet, complete. Phase II building, 95,000 square feet, estimated completion date: April 1987.
26. 22.76 acre site for mixed-use development.
27. Maltby McKinnon House, 21,262 square feet offices. Start 2,262 square foot house rehabilitation. Spring 1986.
28. Downtown Gateway, a landscape and public art project. Start date: Fall 1988.







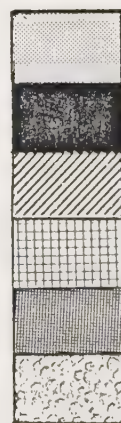
MAP 4

MAP 4 CITY OF CONCORD DOWNTOWN AREA PLAN



NORTH

SCALE: 1"=1000'



COMMERCIAL

OFFICE

COMMERCIAL/RESIDENTIAL

BART

RESIDENTIAL

OPEN SPACE





on Solano Way, as well as developing light industrial parks in the vicinity of Bates Avenue. The northernmost industrial lands closest to Suisun Bay are off limits to development, in order to preserve existing marshlands.

The Bates Avenue area is specifically set aside for heavy manufacturing operations which would be incompatible land uses in other sections of the City. Concord has recently annexed 225 acres near Bates Avenue as the area has been subdivided into light industrial sites. As a result of strong developer pressure in Central Contra Costa County to locate lands for offices and R & D activities, very few areas with vacant land suitable for large warehousing, distribution, and light industrial operations remain. Bates Avenue and vicinity will serve to fill the demand for these uses in the near term future.

The Concord General Plan includes a special open space designation for the Naval Weapons Station, which borders the City on the east side. There are no specific policies found in the plan pertaining to the U.S. Navy lands.

### **Discussion of Other Relevant Plans or Ordinances**

Concord has several relevant ordinances that directly affect development in the City. As noted above, the recently adopted downtown guidelines add new development standards to office, residential and other projects proposed in the booming Central Redevelopment district. The City Council has also adopted an innovative ordinance that requires all commercial developers in the redevelopment area to pay a fee equal to one half of one percent of a project's value to go toward the purchase of public art. Downtown developers also must pay a similar assessment to support child care programs for their employees.

The most comprehensive exactions that apply to all developers within the city, however, deal with the traffic impacts generated by new residential and commercial growth. Concord's off-site street improvement fees are assessed against all development projects at a rate of \$4.55 per square foot of retail space, \$3.55 for office space, and \$3.00 for industrial square footage, and \$835 to \$980 for each new home. The fees, adopted in 1985, are used to fund a \$43 million program of road widenings, new intersection and one-way street construction necessary to serve recent development largely located in the downtown.

In addition, the City has recently adopted a Transportation Systems Management (TSM) program. The ordinance requires all large projects to prepare and submit TSM plans to the City for approval. The plans must include specific programs that encourage employees to commute in other than single occupant vehicles. Typically, developers will be required to institute flex-time arrangements and to fund transit and ride-sharing services. The success of each building's TSM program is evaluated by the City on an annual basis. If a project fails to reduce its peak hour commute trips by an acceptable amount, the City may require a new traffic study and the payment of additional off-site improvement road fees.

As in the case of several other Contra Costa County cities, Concord has adopted an ordinance that regulates residential development on hillsides. The Hillside



Development code stipulates the maximum number of housing units that can be constructed on a given slope. The ordinance also requires the preparation of an erosion control plan for development on slopes exceeding fifteen percent.

### **Consistency of Plans in the Sphere**

The Sphere of Influence boundaries adopted for Concord extend from the shores of Suisun Bay on the north, to the Walnut Creek Channel and Pleasant Hill City limits on the west and to the Walnut Creek corporate limits on the south. On the east side, the Sphere boundary follows the Clayton City line, is contiguous with the existing Concord City line along the perimeter of the Naval Weapons Station property, and extends to the Contra Costa Canal (see Map 5). The very large Sphere of Influence area adopted for the City includes extensive unincorporated lands on the north, as well as the County airport (Buchanan Field) and the community of Clyde.

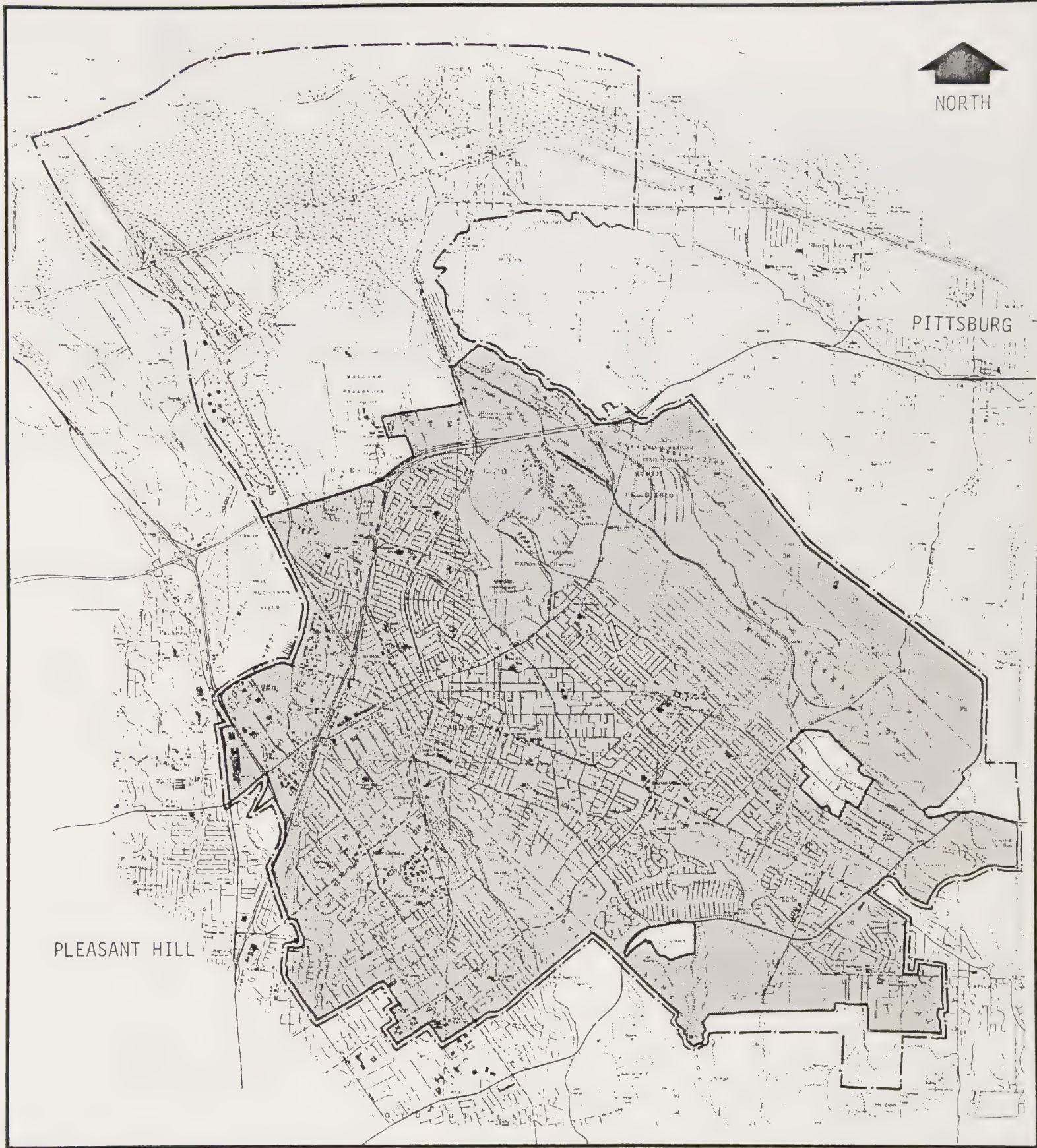
There are few inconsistencies between the City and County General Plans in the Sphere of Influence area. Although the Buchanan Field airport is within Concord's Sphere, the City General Plan map does not indicate any designation. The text of the Land Use element does include a discussion of policies that should guide development within the airport's planning area. The policies limit building heights, as well as prohibit certain uses (reflective windows, specific types of lights, large concentrations of people) in the "safety" and "clear" zones adopted by the County's Airport Land Use Commission.

North of Highway 4 there are some differences in the location of open space marshlands on the City and County maps. The County shows a more extensive industrial area on the Tosco lands west of Hastings Slough than the City (see Map 6). While the Concord plan designates all Navy property within and outside the City limits in a special Open Space category, the County shows the inland Navy station within the City limits as General Open Space and the coastal Navy property along Suisun Bay as Public and Semi-Public.

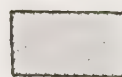
The unincorporated community of Clyde is designated by the County for high density and medium density single family homes (3 to 7 units per net acre), which is consistent with the Concord designation of Low Density Residential (4 to 8 units per gross acre). There is also on the County plan a 12-acre area designated for Multiple Family Residential Medium Density (12 to 21 units per acre). Also in the Clyde area, the Concord Sphere of Influence includes 25 acres north of the Highway 4/Willow Pass Road interchange (including the Concord Sportmen's Club). This area, although in the Concord Sphere of Influence, has not been designated for any use on the city's General Plan map. At the time of this writing, the County is processing an amendment request to change the General Plan designation of 76 acres north of Evora Road from General Open Space to allow construction of a printing and distribution plant, as well as other industrial and commercial uses.







MAP 5



CONCORD CITY LIMITS



CONCORD SPHERE OF INFLUENCE

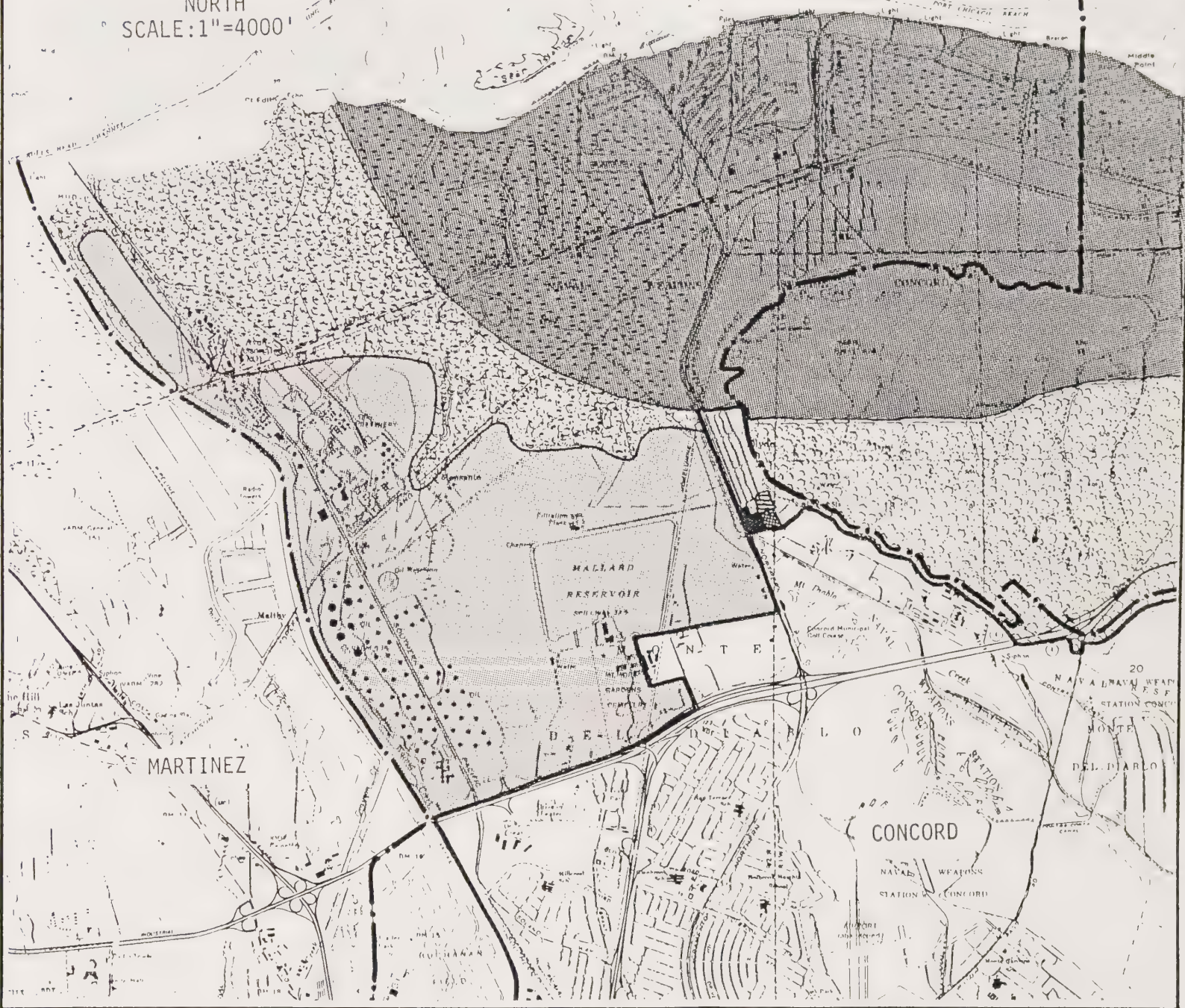




# MAP 6 CONTRA COSTA COUNTY GENERAL PLAN FOR THE NORTH CONCORD AREA

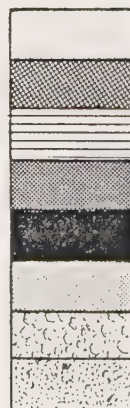


NORTH  
SCALE: 1"=4000'



## LEGEND

- CONCORD CITY LIMITS
- - - CONCORD SPHERE OF INFLUENCE



- SINGLE FAMILY RESIDENTIAL -MEDIUM DENSITY
- MULTI-FAMILY RESIDENTIAL -LOW DENSITY
- MULTI-FAMILY RESIDENTIAL -MEDIUM DENSITY
- PUBLIC/ SEMI-PUBLIC
- LIGHT INDUSTRIAL
- HEAVY INDUSTRIAL
- GENERAL OPEN SPACE
- PARKS & RECREATION





Another smaller area near the Pleasant Hill BART station is also within the Concord Sphere boundary, but has not been designated by the City for any particular uses. A 10 acre triangular area bounded by Bancroft Road and Mayhew Way has been developed with a mixture of single and multiple family housing. The County plan designates the area for apartments and light industry.

There are two areas of vacant agricultural lands in the County which fall within the Concord Sphere. The 160 acre Mangini parcel is traversed by the access road to the Kaiser quarry, an active operation on the northeast side of Mt. Diablo. Most of the property is designated by the County as General Open Space, with some very low density ranchette-style homes (0 to 1 unit per gross acre) allowed on the lowest slopes of the area. The Concord General Plan also designates a small portion of the property Low Density Residential (4 to 8 units per gross acre).

The other location within the Concord Sphere where vacant agricultural lands lie adjacent to the City limits is along Kirker Pass Road, across from the Concord Pavilion. As indicated previously, Seeno Construction Company is in the process of receiving approvals to allow construction of a 100 unit subdivision of single family homes. The property will be annexed into the City of Concord.

Finally, the old sand quarry site of the Newhall lands is planned by the City for future development, although the area is designated by the County as General Open Space. The unincorporated southeast portion of the Newhall lands is also planned for housing (a maximum of 570 units in the entire area). The County plan shows the agricultural preserve as General Open Space. This latter property has not been placed in the Concord Sphere of Influence.

### **Consistency of Plans Within the City**

Because the Contra Costa County General Plan includes more residential categories than the Concord plan, there are areas of inconsistency between the two plans. Most of the residential neighborhoods within Concord are designated as Low Density Residential (4 to 8 units per gross acre) in the City plan, while the County map shows a low density single family category (1 to 3 units per net acre) for neighborhoods southeast of Treat Denkinger and a medium density category (3 to 5 units) in the areas closer to the central downtown district. The County plan generally reflects the City land use designations contained in the Clayton Road Specific Plan (various commercial and multiple family residential), although the County map underestimates the amount of commercial activities along the major arterial. The County plan shows more apartment development potential along Willow Pass Road northeast of the downtown than the City map, and does not recognize the full extent of the Lime Ridge Open Space area or the Newhall Community Park. The County plan also fails to designate properties at the intersection of Oak Grove Road and Treat Boulevard to reflect existing commercial and high density residential uses.

The County map continues to show a Light Industry designation on the site of the former Cowell Cement plant, which has been developed as the Cowell Ranch/Walnut County subdivision. Between Olivera Road, Highways 242, 4, the City plans a





significant area for medium density housing with some industrial frontage along Highway 4, while the County map indicates a wide expanse of industry.

In terms of the land use designations for the unincorporated pockets surrounded by City land, the two plans are consistent in the Ayers Road/Myrtle Drive neighborhood and inconsistent on the Newhall Ranch property south of Ygnacio Valley Road. The County has not updated its General Plan map to reflect the City adopted area plan for the sand quarry property, which allows single and multiple family housing and 32 acres of commercial activity. The County continues to indicate General Open Space on the site.

The Transportation Element of the Concord General Plan also plans for several major roadway improvements that are not shown on the County plan. The City plans to construct an extension of Ayers Road south from Clayton Road to hook up with Turtle Creek and Ygnacio Valley Road. In the same area, an extension of Cowell Road south from Ygnacio Valley Road through the Newhall property will eventually join Pine Hollow Road. There are several roadway extensions in the developing industrial and commercial areas near Buchanan Field (e.g., Galaxy Way, Willow Way) which are to be constructed as bridges over local creeks become financially feasible. The major difference in the transportation plans for the County and City, however, involves the future use of the Southern Pacific railroad right of way north of Concord Avenue. The County does not specify any particular transportation use on the right of way; the City plans the abandoned railroad line for a new major street that will extend to Solano Way, serving the industrial areas east of Buchanan Field.





## CITY OF CLAYTON

### Status of General Plan Elements

Land Use Element  
 Circulation Element  
 Housing Element  
 Open Space/Conservation Element  
 Community Design Element  
   (Town Center and Scenic Highways)  
 Safety/Seismic Safety Element  
 Noise Element  
 Community Facilities Element



The "Clayton 2000" General Plan, including all required elements, was adopted in 1985.

### Redevelopment Plans

(none)

### General Plan Land Use Categories

#### Clayton

#### Contra Costa County (Clayton Area)

#### RESIDENTIAL

	<u>Units/ Gross Acre*</u>		<u>Units/ Net Acre</u>
Single Family:		Single Family:	
Slope Conservation	(0-.1)	Very Low Density	(0-1)
Rural Estate	(.2-1)	Low Density	(1-3)
Low Density	(1.1-3)	Medium Density	(3-5)
Medium Density	(3.1-5)		
High Density	(5.1-7.5)		
Multiple Family:		Multiple Family:	
Low Density	(7.6-10)	Low Density	(7-12)
Medium Density	(10.1-15)	Medium Density	(12-21)
Institutional (elderly housing)	(can exceed 15)		

\* The City of Clayton does not calculate net densities when approving permits; consequently, no net acre calculations have been indicated here.



## General Plan Land Use Categories (continued)

<u>Clayton</u>	Contra Costa County ( <u>Clayton Area</u> )
COMMERCIAL	
Town Center Kirker Corridor Convenience	Commercial
OFFICE	
(none)	(none)
INDUSTRIAL	
(none)	(none)
PUBLIC RELATED	
Public and Quasi-Public Facilities	(none)
OPEN SPACE	
Park and Dedicated Open Space Resource Management/Conservation	General Open Space Parks and Recreation
AGRICULTURAL	
Agricultural Preserve Rangeland	Agricultural Preserve

## Discussion of Plans

The Clayton 2000 General Plan adopted in 1985 includes all the mandated State elements within one document. The plan does not include a land use map, but inventories each individual parcel with a recent general plan or zoning category change. The Planning Area for the Clayton General Plan includes the City's large Sphere of Influence (3,000 acres), as well as some additional properties to the south and east.

An overriding goal expressed in the preamble to the General Plan is "to maintain the rural character that has been the pride and distinction of Clayton." A majority of the housing stock in the City consists of very low to high density single family homes. There are only two multiple family (condominium) projects presently within the planning area. The City plan designates eight categories ranging from Slope Conservation (0 to 0.1 units per gross acre) applied to hilly, rural areas east and southeast of the town center, to an Institutional Density classification that allows senior citizens complexes of more than 15 units per gross acre.





The predominant single family land use categories in the City are Low Density (1.1 to 3.0 units per acre), consisting of homes on lots ranging between 15,000 to 40,000 square feet, and Medium Density (3.1 to 5 units per acre), the lot size of traditional subdivisions (see Map 1). The Rural Estate designation (0.2 to 1.0 unit per acre) is applied in areas of the City where horse set-ups are prevalent and the Slope Conservation category (0 to 0.1 units per acre) is applied to land east and southeast of the town center, where the steepness of the terrain limits development to isolated farm houses or cluster units.

Residential and other land use designations have been given to the huge 1,200 acre Keller Ranch property that lies immediately north of the Clayton City limits, within its adopted Sphere of Influence. Development of the property has been the largest single planning issue facing the City for over a decade, since the project will potentially double the residential and commercial base of the small town. The recently adopted General Plan for Clayton allows primarily Low and Medium Density Residential construction of single family homes on the buildable portions of the site, with some multiple family units and commercial uses planned on the land nearest Clayton Road (see further discussion of Keller Ranch in the "Consistency of Plans in the Sphere Area" section below.)

The 1985 General Plan designated two significant sites within the Clayton planning area for further study. Outside the current City limits along Marsh Creek Road, over 100 acres of rural residential lands are set aside as a Study Area, as is the eight acre De Martini Winery site (see Map 2). The latter property includes an historic winery that may be redeveloped. However, no specific land uses have been assigned, pending resolution of a legal dispute among the heirs.

Other changes in land use designations which are part of the recently updated Clayton General Plan are shown in Map 2. These changes include designation of a three acre site on Clayton Road and a five acre church site on Kirker Pass Road for Multiple Family - Institutional (senior citizens' housing), and designation of six properties along Kirker Pass Road for commercial uses. In addition the 13.5 acre Easley property on Marsh Creek Road, now in light industrial use, was redesignated from Low Density to Medium Density Single Family Housing, as were several properties consisting of approximately six acres between Verna Way and Pine Hollow Road and a sliver of land along Marsh Creek Road adjacent to the Keller Ranch (see Map 2).

Another important goal expressed in the Clayton 2000 General Plan is to ensure an adequate commercial base for the City. This is an especially critical issue since nearly all of the town's sales tax dollars are lost to adjoining communities. The plan includes three commercial designation: Town Center, Kirker Corridor, and Convenience Commercial.

The rustic western flavor of the existing six block commercial area along Main Street and Marsh Creek Road is to be maintained through the Town Center designation in the General Plan. Plan policies in the Community Design Element seek to "create a cohesive village ambiance" in the Town Center by preserving historic buildings and the boardwalks along Main Street and by establishing architectural standards and criteria for new development.

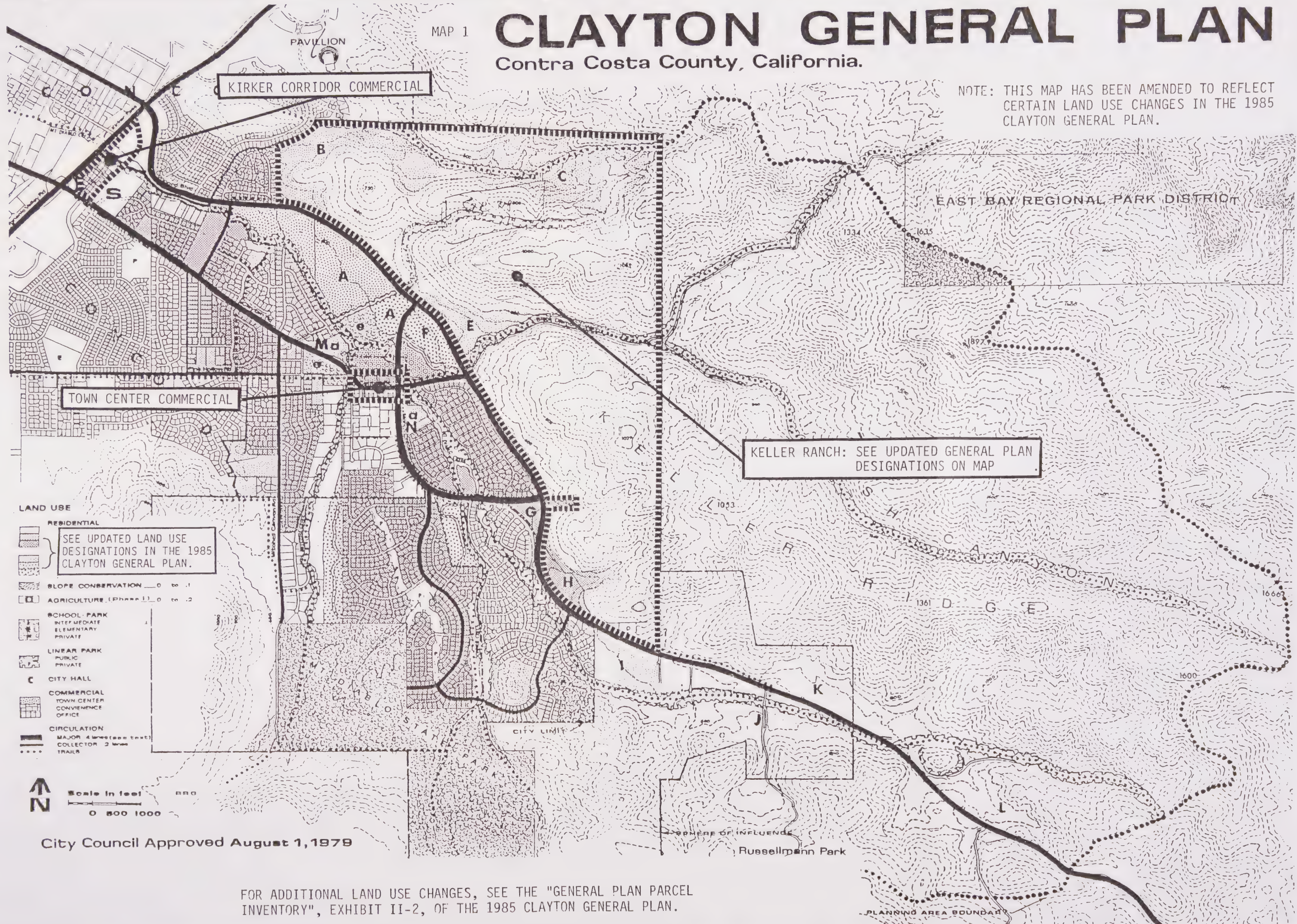




# CLAYTON GENERAL PLAN

Contra Costa County, California.

NOTE: THIS MAP HAS BEEN AMENDED TO REFLECT CERTAIN LAND USE CHANGES IN THE 1985 CLAYTON GENERAL PLAN.



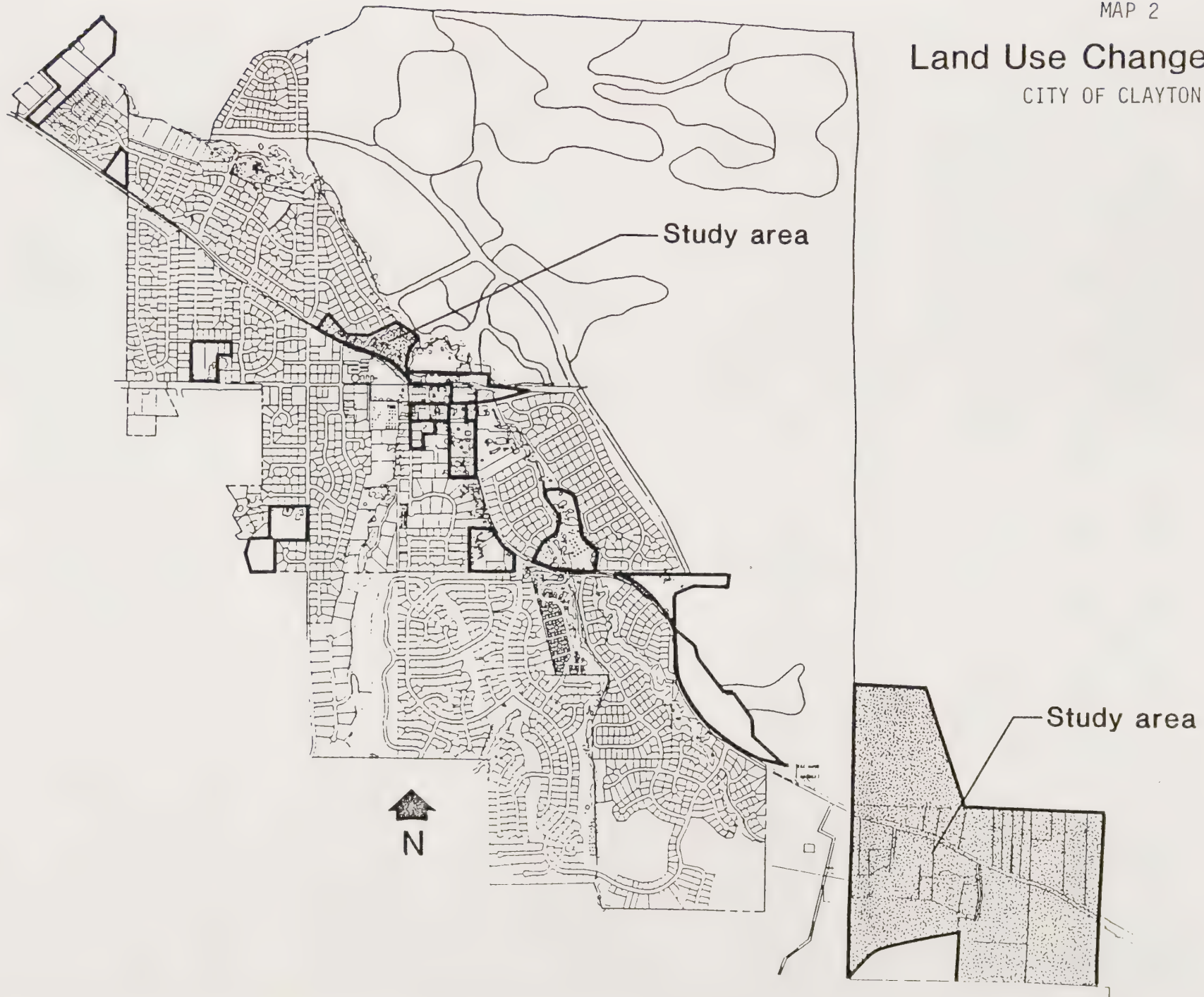




MAP 2

# Land Use Change Areas

CITY OF CLAYTON







The Kirker Corridor designation along Kirker Pass Road north of Clayton road includes a series of properties that are the only location in the City which could support regional commercial activities (see Maps 1 and 2). The primary purpose of the area is to attract some major retail uses that can recapture some of the City's lost sales tax revenues. Auto sales, hotel/motel complexes, and complimentary office uses are also allowed in the district.

The Convenience Commercial category is applied to only a couple locations in Clayton where highly restricted retail uses would be allowed in order to serve adjacent neighborhoods. One location for this use is the site of an existing nursery on Marsh Creek Road.

In terms of roadway improvements, the Circulation Element of the General Plan includes an extension of Concord Boulevard from Kirker Pass Road through the Keller Ranch property to hook into Marsh Creek Road. The extension, to be constructed when Keller Ranch is developed, would direct some thru-traffic off Main Street and Clayton Road. The only other major traffic improvements called for in the plan are an extension of High Street in the downtown shopping area, and connections between the Concord Boulevard extension and Marsh Creek Road, and between Regency Drive and Montaire Parkway.

#### **Discussion of Other Relevant Plans or Ordinances**

The Clayton Sphere of Influence is contiguous with the Concord-Clayton City limits on the west, except for the small unincorporated Yosemite Circle area (see Map 3). On the north, the Sphere includes all of the large Keller Ranch property, now being proposed for development within the City by Presley Homes. On the east, agricultural properties on both sides of Marsh Creek Road, as well as the Regency Meadows subdivisions, are included in the City's Sphere area. On the south, the 500 unit Dana Hills neighborhood and two smaller unincorporated subdivisions (Diablo Downs and Dana Ridge) are within the Sphere, in addition to lands now in Mt. Diablo State Park.

On the western edge of the Sphere, the City's General Plan map does not include a designation for the small unincorporated subdivision. To the south, the City and County plans are generally consistent in their depiction of existing residential densities and open space areas, although the Dana Ridge condominium units are designated as Single Family Residential - Medium Density on the County map.

East of the Clayton City limits along Marsh Creek Road, the Clayton General Plan designates a Study Area. The County General Plan shows a band of residential development on both sides of Marsh Creek Road, and on both sides of the Mt. Diablo Creek channel, at densities in the range of 1 to 3 units per net acre (see Map 4). Regency Meadows, a Seeno subdivision immediately adjacent to the Clayton line is currently under construction, and has been designated as Single Family Residential - Medium Density (3 to 5 units per gross acre). In addition, the County Plan required construction of a Diablo Parkway entrance to Mt. Diablo State Park as a condition of the subdivision approval.

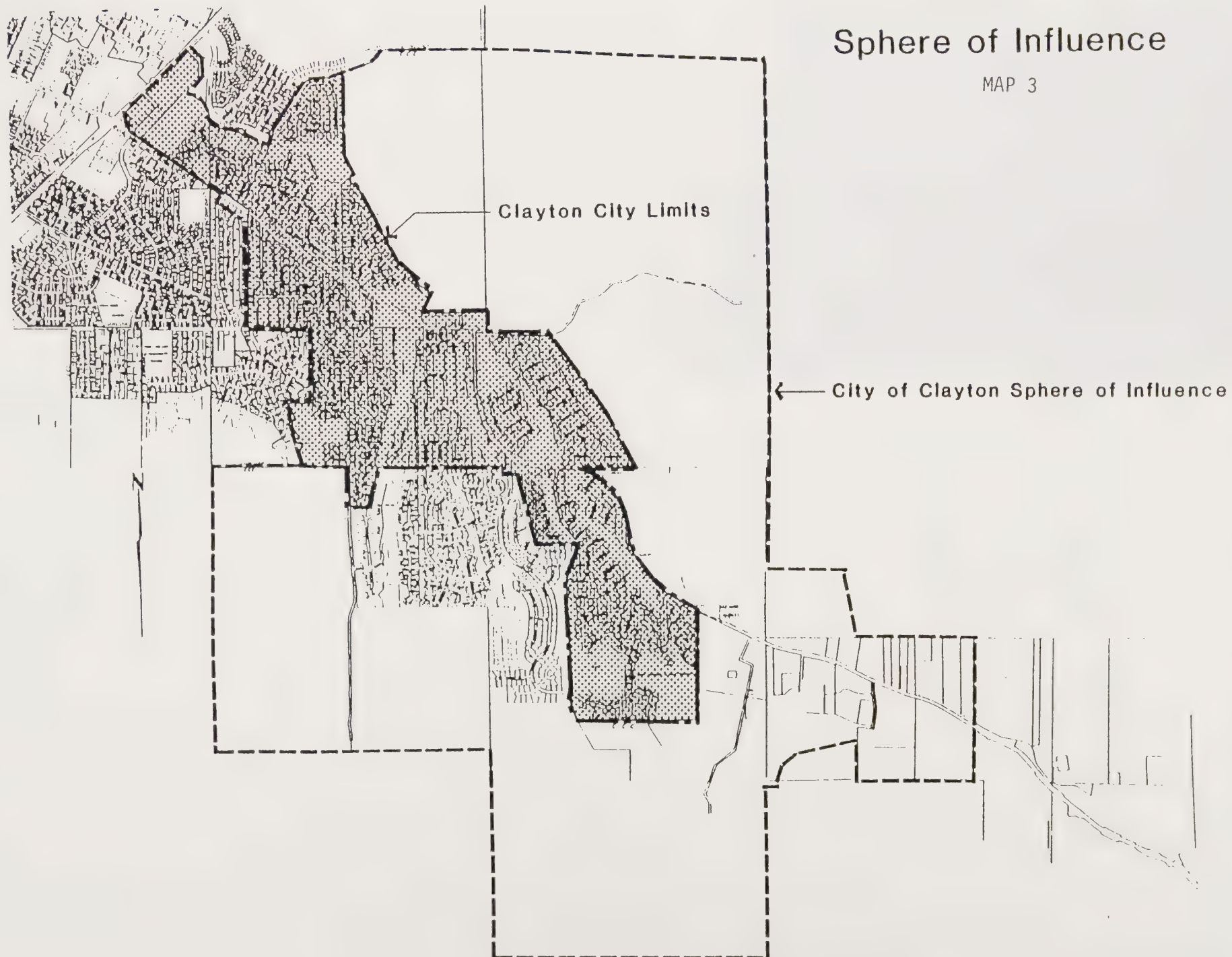




EXHIBIT I-4

Sphere of Influence

MAP 3


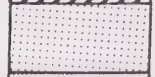





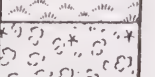
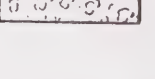


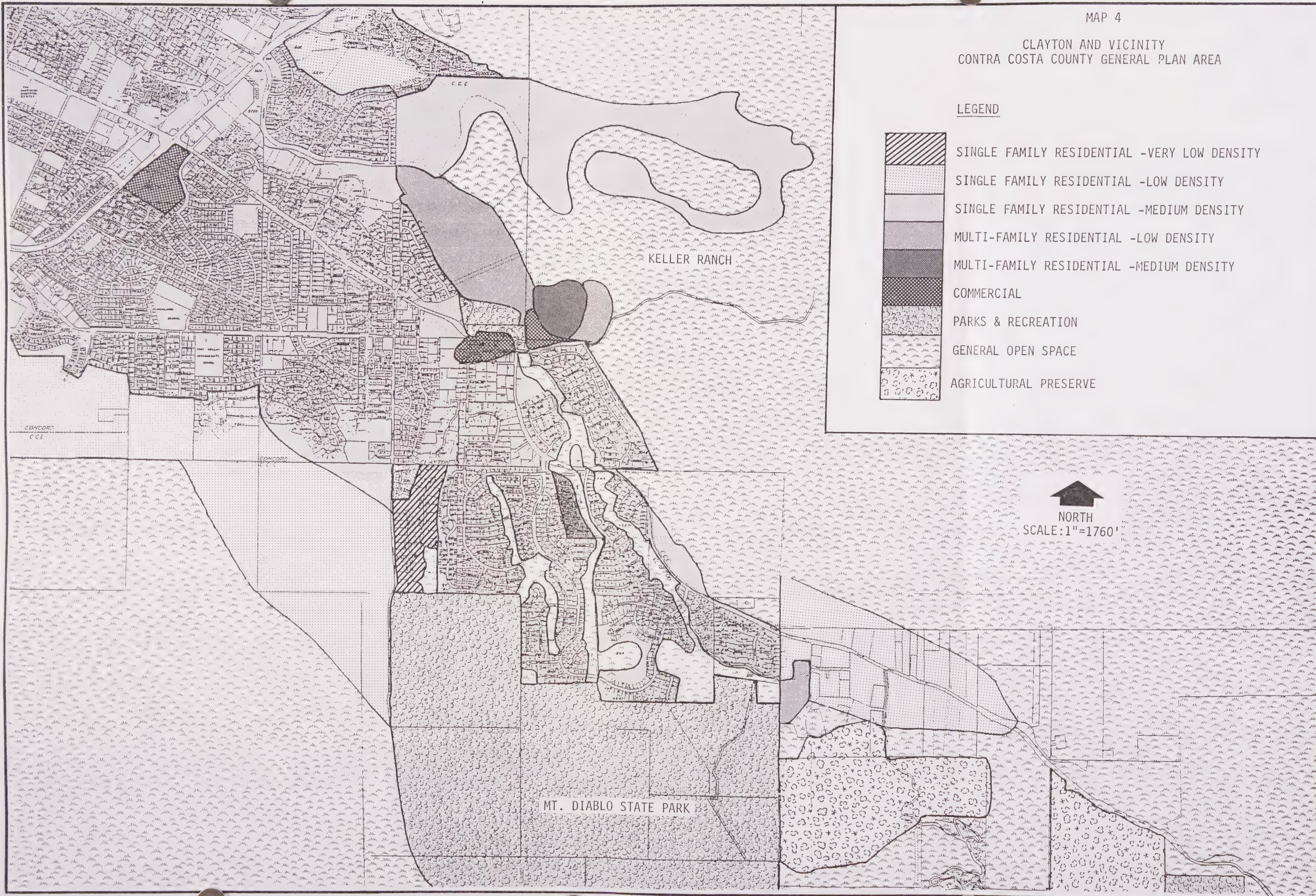




CLAYTON AND VICINITY  
CONTRA COSTA COUNTY GENERAL PLAN AREA

LEGEND

-  SINGLE FAMILY RESIDENTIAL -VERY LOW DENSITY
-  SINGLE FAMILY RESIDENTIAL -LOW DENSITY
-  SINGLE FAMILY RESIDENTIAL -MEDIUM DENSITY
-  MULTI-FAMILY RESIDENTIAL -LOW DENSITY
-  MULTI-FAMILY RESIDENTIAL -MEDIUM DENSITY
-  COMMERCIAL
-  PARKS & RECREATION
-  GENERAL OPEN SPACE
-  AGRICULTURAL PRESERVE







The Four Winds site, an 11.5 acre property near the Regency Meadows development, is also designation on the County's General Plan map for for medium density single family homes. A continuing attempt has been by a private group to win approval for a retirement complex of 32 units. At the time of this writing, the development plan has been scaled down to between 11 and 17 units and is still being negotiated.

In contrast, the Clayton General Plan designates a corridor of low density housing along Marsh Creek Road as a Study Area. An error on the City's land use map indicates a significant area of low density housing allowed on either side of Marsh Creek Road further east where the State Park boundary is now adjacent to the road. (This error will be corrected to reflect recent park acquisitions.) This area is outside of the formally adopted Sphere for Clayton. The County plan designates all lands east of where Mt. Diablo Creek crosses Marsh Creek Road as General Open Space.

The Keller Ranch property within the northern Sphere of Influence for Clayton has had a long and varied planning history. The most recent City plan for the site calls for development of between 745 and 1,485 housing units, primarily single family homes. The previously adopted 1979 Clayton General Plan allowed a maximum of only 925 homes to be constructed. An amendment to the Contra Costa County General Plan approved in 1981, would have permitted a range of 1,100 to 1,400 units on the property, if the developer had pursued a project under County jurisdiction.

Presley of Northern California has negotiated acquisition of the property from the previous landowner (Seeno Construction) and is presently working with the City for project approval and annexation. The 1985 Clayton General Plan map differs from land use designations on the County map in several areas. The County plan calls for a significant portion of the site adjacent to the City limits, near the future Concord Boulevard alignment, to be developed as Multiple Family Residential - Low Density (7 to 12 units per net acre). A commercial area would be developed in concert with the existing business district along Center Avenue. Single Family homes at a density of 3 to 5 units per net acre would be allowed along the northern boundary of the site (see Map 5).

The most recently adopted City plan for Keller Ranch allows a much smaller area along the future Concord Boulevard to be developed in townhomes, while a larger portion of the property is planned for fairly low single family densities (generally between 1 and 3 units per acre). Commercial activities would also be allowed near the current City limits at Center Avenue, as in the County plan (see Map 6). The City map is expected to be amended when approval for the project is finally granted in late 1986 or early 1987. The proposed project includes a large golf course, as well as changes in the areas devoted to commercial and residential uses.

### **Consistency of Plans Within the City**

The County General Plan depicts almost all of the residential properties in Clayton for Single Family - Medium Density (3 to 5 units per net acre) (see Map 4). The City plan designates most neighborhoods at lower densities, between

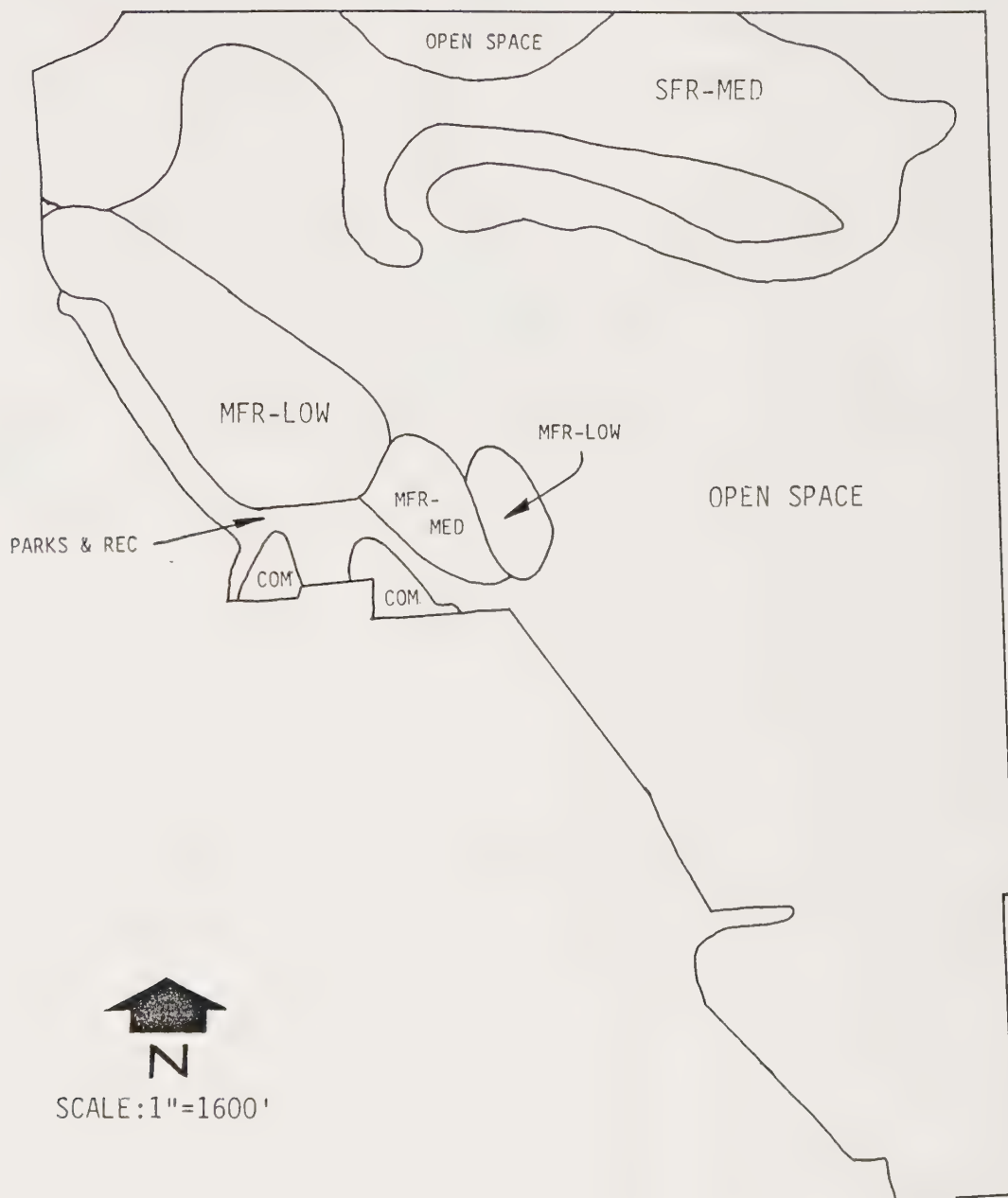




Keller Ranch

CONTRA COSTA COUNTY, GENERAL PLAN AMENDMENT, 1980

MAP 5

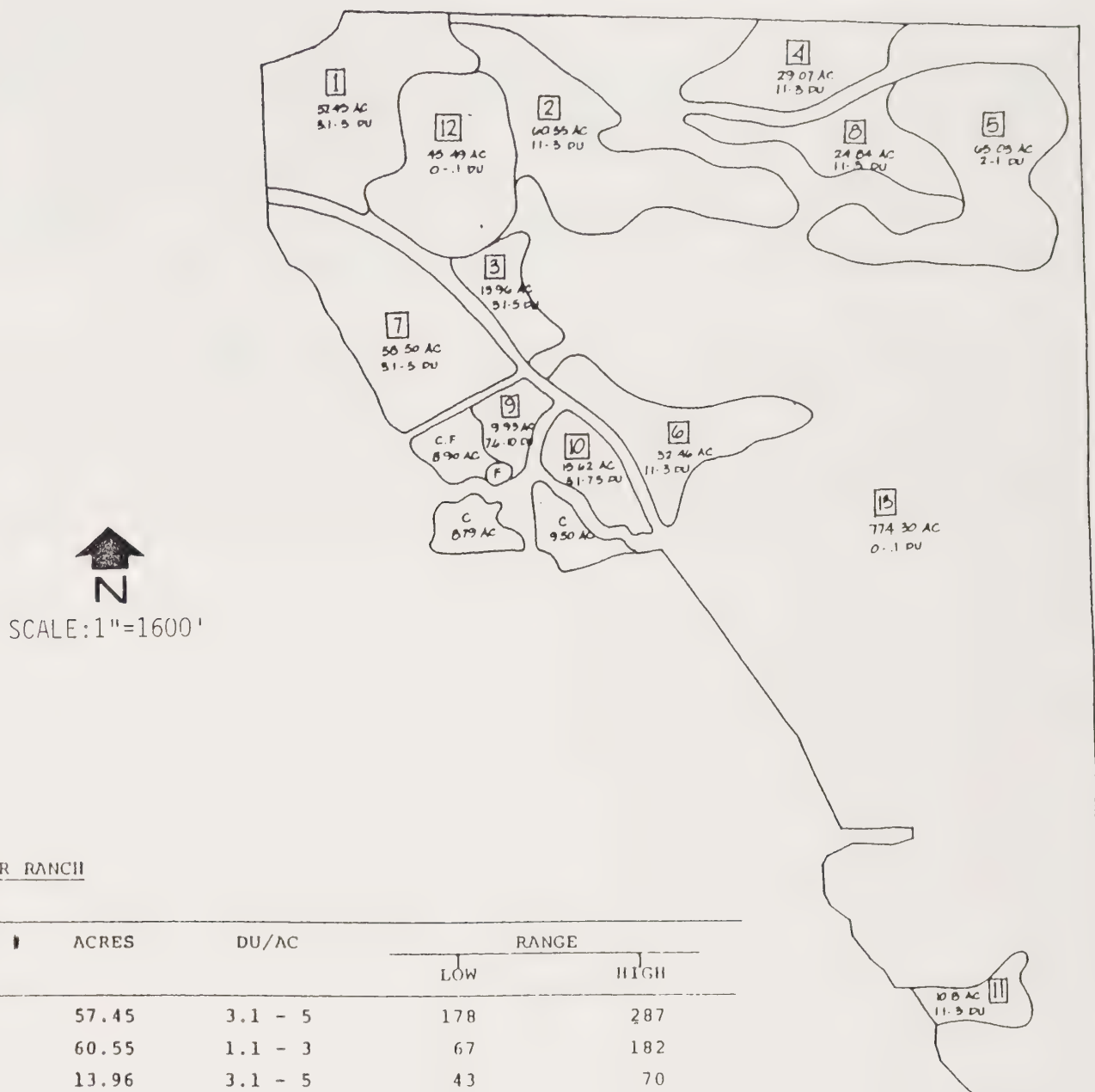


MAXIMUM RESIDENTIAL UNITS = 1,400



Keller Ranch  
GENERAL PLAN COMMITTEE, 1984

MAP 6



KELLER RANCH

AREA #	ACRES	DU/AC	RANGE	
			LOW	HIGH
1	57.45	3.1 - 5	178	287
2	60.55	1.1 - 3	67	182
3	13.96	3.1 - 5	43	70
4	29.07	1.1 - 3	32	87
5	65.03	.2 - 1	13	65
6	32.46	1.1 - 3	36	97
7	58.50	3.1 - 5	181	293
8	24.84	1.1 - 3	7	75
9	9.93	7.6 - 10	75	99
10	15.62	5.1 - 7.5	60	117
11	10.80	1.1 - 3	12	32
12	45.49	0 - .1	0	5
(S)	423.70		744	1409
13	O/S 774.30	0 - .1	0	77
TOTAL	1198 +		744	1486

AVERAGE

1115





1 and 3 homes per acre. The only residential area designated for multiple family housing on both the City and County plans, excluding the Keller Ranch property, is the existing Marsh Creek condominiums along Mt. Wilson Way. However, the Clayton plan designates this subdivision as Single Family - High Density (5.1 to 7.5 units per gross acre), while the County plan shows it as Multiple Family - Low Density (7 to 12 units per net acre). The County General Plan map also does not indicate any of the changes in land use designations included in the recently updated Clayton General Plan (parcels depicted in Map 2).

In the Town Center commercial district, the City plan shows the shopping area extending only to Mitchell Creek on the west, while the County plan designates commercial properties further west of the creek channel. The County map also shows a wide band of Parks and Recreation land along Mt. Diablo Creek, north of Clayton Road. In contrast, the City shows only a trail adjacent to the creek. However, the proposed development plan by Presley Homes fits more closely with the existing County plan for the Town Center/Keller Ranch area.





## CITY OF PLEASANT HILL

### Status of General Plan Elements

Land Use Element	Adopted in 1964, 1966, and 1969,
Circulation Element	as amended.
Open Space Element	An update of these 1973-1974
Conservation Element	Elements is approximately one-half
Scenic Recreation Element	completed.
Noise Element	Adopted in 1983.
Safety Element	Adopted in 1983.
Seismic Safety Element	Adopted in 1982.
Scenic Routes Element	Adopted in 1983.
Housing Element	Update adopted in 1986.

### Redevelopment Plans

Pleasant Hill Commons Redevelopment Plan	Adopted in 1974, last amended in 1983.
Schoolyard (Annex) Redevelopment Plan	Adopted in 1978.

### General Plan Land Use Categories

	<u>Pleasant Hill</u>		<u>Contra Costa County</u> <u>(Pleasant Hill Area)</u>	
	Units/ <u>Gross Acre</u>	Units/ <u>Net Acre*</u>	RESIDENTIAL	
Low-Low Density	(1.0-3.5)	(1.25-4.4)	Single Family:	
Low Density	(3.6-6.9)	(4.5-8.6)	Very Low Density	(0-1)
Medium Density	(7-19.9)	(8.4-23.9)	Low Density	(1-3)
High Density	(20-40)	(24-48)	Medium Density	(3-5)
			High Density	(5-7)
			Multiple Family:	
			Low Density	(7-12)
			Medium Density	(12-21)
			High Density	(21-29)

\* Assumes 25% of the land for single family homes, and 20% for multiple family housing, is reserved for other uses (roads, etc.).



## General Plan Land Use Categories (continued)

### Pleasant Hill

### Contra Costa County (Pleasant Hill Area)

#### COMMERCIAL

Retail Stores and Personnel Services  
Neighborhood Commercial

Retail Shopping  
Neighborhood Business  
Commercial

#### OFFICE

Professional and Administrative Office

Office  
Administrative Office

#### INDUSTRIAL

Limited Industrial

Controlled Manufacturing  
Light Industry  
Industry  
Heavy Industry

#### PUBLIC RELATED

Community and Neighborhood Parks  
Schools/Library/Civic  
Center/Fire Station

Public and Semi-Public

#### OPEN SPACE

Dedicated Private Open Space  
and Easements  
Private Open Space

General Open Space  
Parks and Recreation  
Utility and Open Space  
Corridor

#### AGRICULTURE

Agricultural Preserve

## Discussion of Plans

The City is in the process of completing an updated Land Use and Circulation Element, based upon ongoing traffic modeling work by consultants DKS Associates. The Open Space, Conservation, and Scenic Recreation Elements, which were adopted in the mid-1970's, are also to be revised. No completion date for these elements has been set. Several technical elements were adopted in the early 1980's (Noise, Safety, Seismic Safety, and Scenic Routes). The City's Housing Element has been updated and was adopted by the City Council in April, 1986.





The General Plan map for the City includes four residential designations ranging from a low-low density (1 to 3.5 units per gross acre) to high density (20 to 40 units per acre). The highest allowable residential densities in the redevelopment areas are also in the 20 to 40 units per acre range. The vast majority of the City's residential areas south and east of Taylor Boulevard are designated for low density housing (see Map 1). The only major areas in the City which are planned for medium or high density residential are the redevelopment districts; the area in the northern section of Pleasant Hill around Chilpancingo Parkway; the large Ellinwood mixed use project; and north of the Pleasant Hill BART station.

The 70 acre Ellinwood property, situated between the I-680 freeway and Contra Costa Boulevard south of Willow Pass Road, was one of the last vegetable farms in Central Contra Costa County. It is now being developed with commercial and residential uses. A modern office park consisting of 230,000 square feet of space has been built, and 745 townhouse units are under construction. The developer of the property has recently requested permission to build a 225 room hotel in lieu of additional office space.

The land within the City of Pleasant Hill is already 90% to 95% built out. The City estimates that approximately one-half dozen parcels totalling 65 acres remain for infill residential development. Several key properties in the northern and eastern sections of the City will be developed under Hillside Planned Unit Development regulations. Davidon Homes is completing construction of a subdivision off Pleasant Hill Road and seeking approval of another project.

The "planning area boundary" shown on the General Plan map includes the portion of the unincorporated BART station area north of Treat Boulevard and west of the abandoned Southern Pacific railroad right-of-way. On the west side of the City, the General Plan map shows a very low residential density in the unincorporated hills west of Taylor Boulevard and low density in the unincorporated area between Pleasant Hill Road and Taylor. The map designates the Contra Costa Country Club as Private Open Space surrounded by very low density housing. Pleasant Hill's General Plan includes the Pacheco area between Center Avenue and Route 4, but shows no land uses, instead designating the area as "To Be Planned."

Two redevelopment plans (Pleasant Hill Commons and Schoolyard) were adopted in the 1970's, and supersede the 1966 Business District and Civic/Cultural Center Plans. The old Pleasant Hill High School site, for which a controversial rezoning to allow intensive mixed use development was rescinded by the City Council in 1985, is not within the Schoolyard redevelopment district.

The Pleasant Hill Commons redevelopment area stretches from Cleaveland Road/Woodsworth Lane eastward to I-680, and south to Hookston Road (see Map 2). The intent of the plan is to develop a downtown mixed use district between Contra Costa Boulevard and Cleaveland Road which will serve as a focal point for the City. A major office building, The Terraces (130,000 square feet) is under construction at the intersection of Monument and Contra Costa Boulevards.





# GENERAL PLAN

City Of Pleasant Hill, California

MAP 1

INCORPORATED: NOVEMBER, 1961

PLAN ADOPTED: APRIL, 1964

PLANNING AREA BOUNDARY: ———

LATEST AMENDMENT: ———

CITY LIMITS: ———

Prepared by: Pleasant Hill Planning Department

## KEY

### RESIDENTIAL

	Du's/Gross Acre
Low-Low Density	1.0 - 3.5
Low Density	3.6 - 6.9
Medium Density	7.0 - 19.9
High Density	20.0 - 40.0

### REDEVELOPMENT

Redevelopment

### COMMERCIAL

- Retail Stores and Personnel Services
- Neighborhood Commercial
- Professional and Administrative Offices

### INDUSTRIAL

Limited Industrial

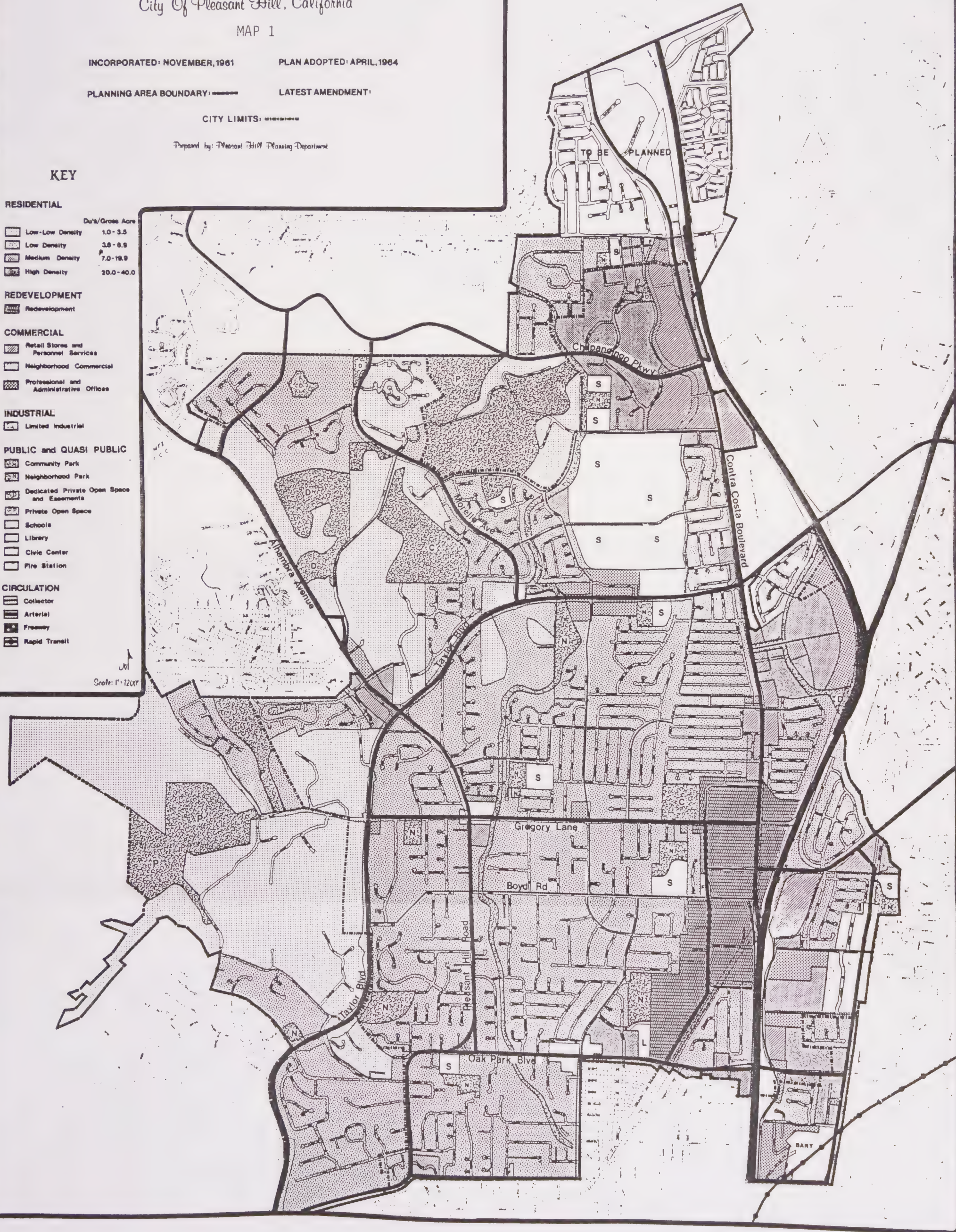
### PUBLIC and QUASI PUBLIC

- Community Park
- Neighborhood Park
- Dedicated Private Open Space and Easements
- Private Open Space
- Schools
- Library
- Civic Center
- Fire Station

### CIRCULATION

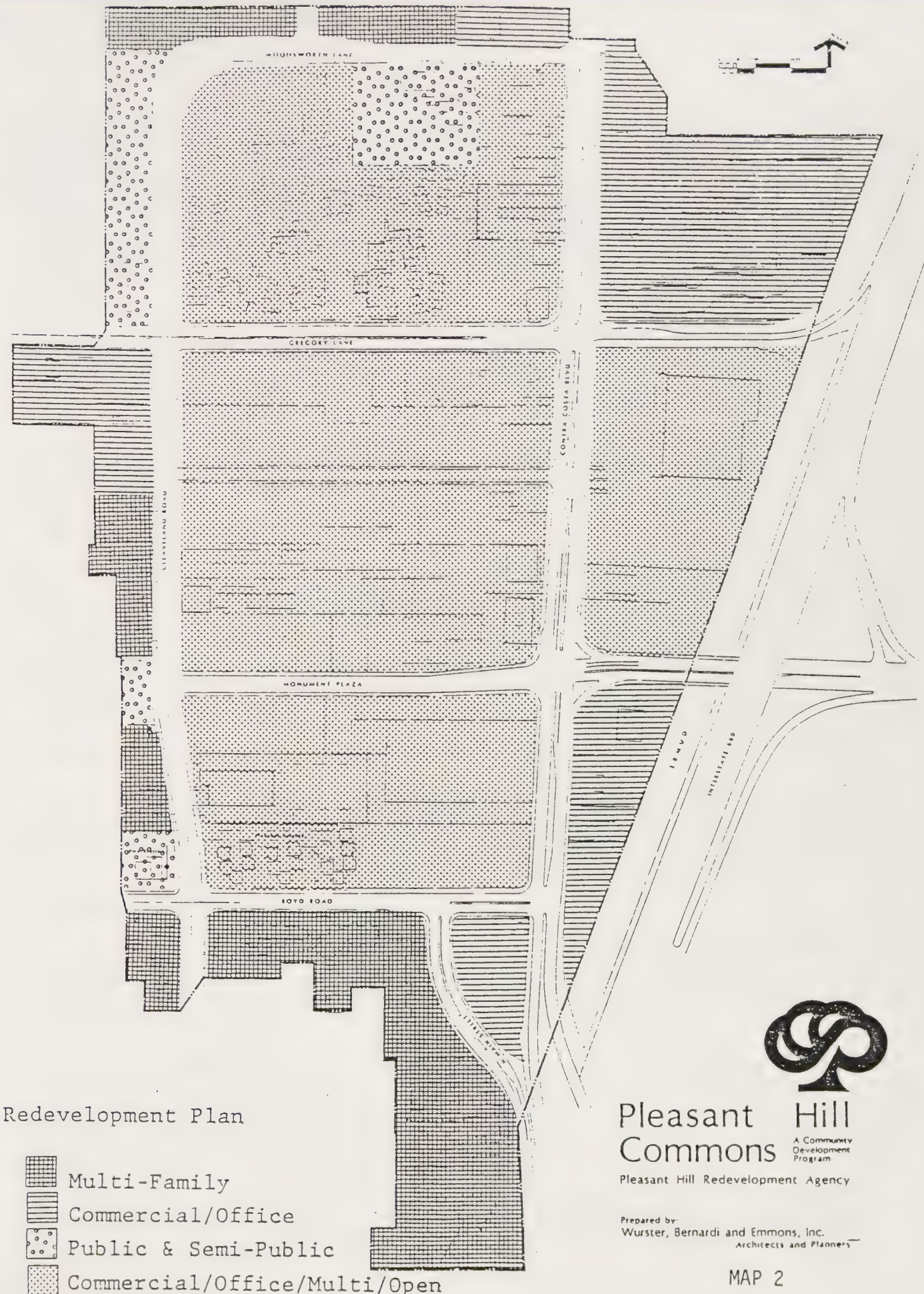
- Collector
- Arterial
- Freeway
- Rapid Transit

Scale: 1" = 1200'













## Redevelopment Plan

-  Multi-Family
-  Commercial/Office
-  Public & Semi-Public
-  Commercial/Office/Multi/Open



**Pleasant Hill**  
**Commons** A Community  
 Development  
 Program

Pleasant Hill Redevelopment Agency

Prepared by:  
 Wurster, Bernardi and Emmons, Inc.  
 Architects and Planners

MAP 2





According to the amended 1983 plan for the 120 acre redevelopment district, approximately 800,000 square feet of offices would eventually be constructed, accompanied by a 300 room hotel and 150,000 square feet of additional retail space. However, buildout under the plan will be severely constrained by the passage of a controlled growth initiative (see discussion below). Several major redevelopment projects have been completed to date, including the mixed-use Two Worlds project on Gregory Lane (158 condominiums with retail businesses on the ground floor) and the Pleasant Hill Plaza shopping center on Contra Costa Boulevard.

The Schoolyard redevelopment area is immediately south of the Commons district between Boyd and Astrid Drives, and also includes the former Oak Park Elementary School property (see Map 3). An extension of Cleveland Road will join the two areas. Under the redevelopment plan, approximately 1,000 units of multiple family housing are to be constructed south of Boyd Drive. The Oak Park School site is presently owned by Contra Costa County and is designated for mixed office-retail-residential uses. The Diablo Valley Justice Center was proposed for the school site in the early 1980's, but due to limited County financial resources it was never implemented.

The momentum of the redevelopment plan appears to be directly impacted, however, by passage of a slow growth measure in the June, 1986 election. The initiative establishes a five-stories height limit on 20 percent of the downtown area, with a three-stories height limit on the remainder. The measure also limits the density of new office buildings in the downtown to 40 percent of the site area. In contrast, the former development plan allowed buildings as high as eight-stories with twelve stories allowed under conditional approval.

### **Discussion of Other Relevant Plans or Ordinances**

The City adopted a Hillside Policy in 1969 to provide criteria for residential development in the hilly section west of Taylor Boulevard. The policy has since been elaborated into a Hillside Planned Unit Development ordinance, which limits the density of allowed housing according to the slope of a property.

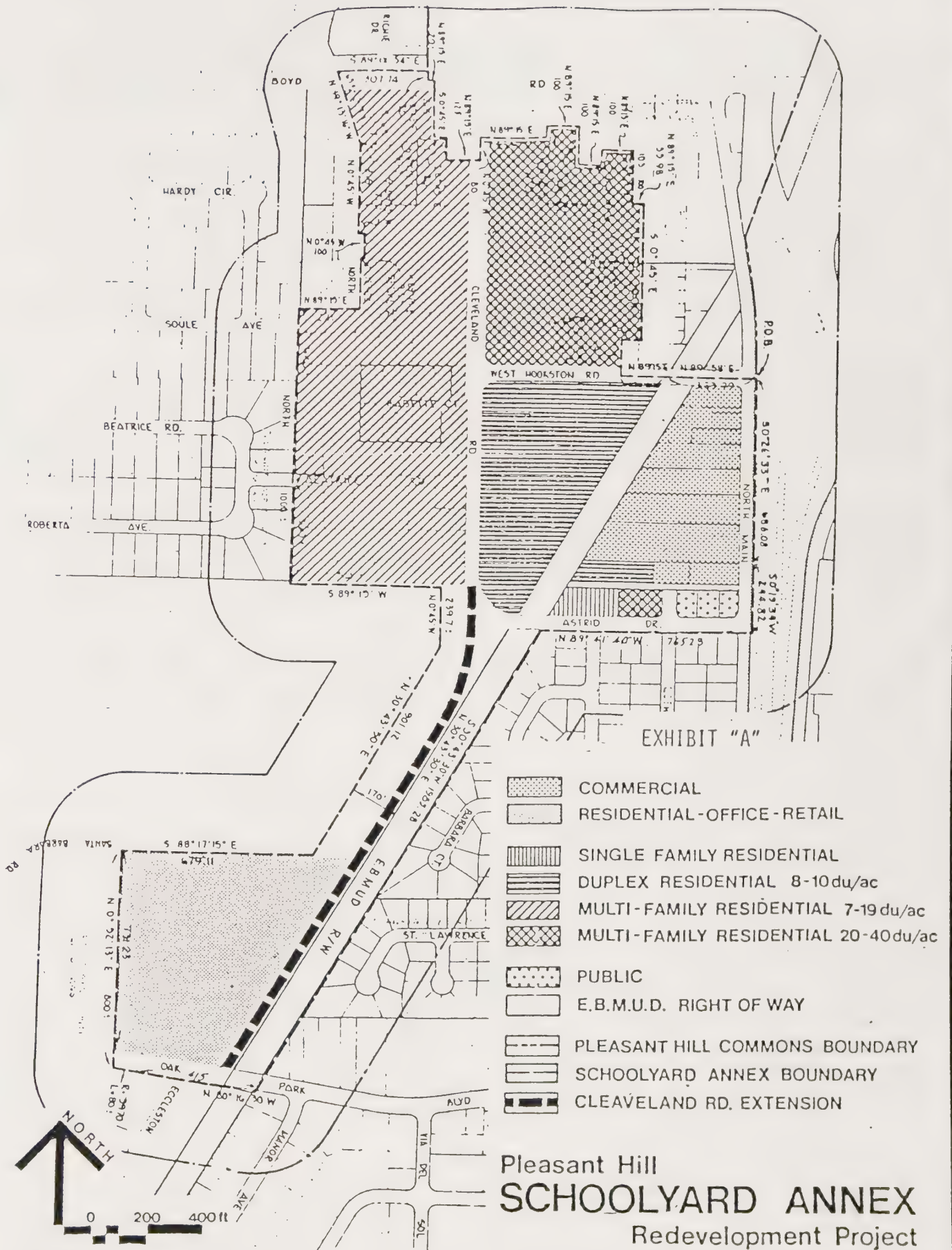
### **Consistency of Plans in the Sphere**

The Pleasant Hill Sphere of Influence includes the unincorporated community of Pacheco on the north, the rapidly developing office area around the Pleasant Hill BART station on the east, and the residential neighborhoods west of Pleasant Hill Road.

There are no major inconsistencies between adopted City and County plans within Pleasant Hill's Sphere. North of the Pleasant Hill BART station, the General Plan for the City designates properties between Coggins Drive and Las Juntas Way for high density residential development, while preserving the existing single family neighborhood. The properties immediately north of Las Juntas, however, are shown for low density housing, which is not consistent with the County plan. The only other difference between the City and County plans involves the future role of the Southern Pacific right-of-way. Pleasant Hill has designated the entire length of the abandoned railroad in the area as a Transportation and









Utility Corridor, while the County plan does not identify a transportation corridor between Las Juntas and Treat Boulevard. The City believes the entire SP right-of-way will be required to satisfy future north-south circulation needs.

The Duffel Co.'s Hookston Square office development was the subject of a 1983 lawsuit which challenged the annexation of that area into the City of Pleasant Hill. Phases I and II of the development off Hookston Road were completed in the County, while Phase III (180,000 square feet) has recently been approved by the County. The City assumes the Duffel property and adjoining commercial development (Breuners, etc) will eventually be annexed into Pleasant Hill. The City would like to establish an assessment district in the Hookston-Coggins area in order to finance construction of another access road.

In the Pacheco area, the City has not done any extensive planning or pre-zoning and has generally been in agreement with County policies. From the City's point of view, a main issue in Pacheco is the presence of card rooms: these legal gambling activities may have to be phased out under some type of amortization schedule if the area is to be eventually annexed into the City.

The Pleasant Hill General Plan designations south of Center Avenue in the Pacheco area (Low Density Residential) are not consistent with a recently adopted County General Plan Amendment, which allows multiple family construction. In addition, the City plan does not show public and semi-public uses along Grayson Creek.

On the west side, the City is anticipating future annexation requests to bring some properties near the Pleasant Hill Golf and Country Club into the City. A developer is currently negotiating with the City to build 113 condominium units on the golf course.

### **Consistency of Plans Within the City**

Although the differences between the County and City General Plan land use designations in the Sphere of Influence areas are relatively minor, the County General Plan does not accurately represent residential densities, as well as commercial nodes, within the Pleasant Hill city limits. Currently, the County's map indicates low density single family housing in the western section of the City, medium density single family residences (3 to 5 units per acre) throughout the central portion, and high density single family housing (5 to 7 units per acre) on the eastern side of Pleasant Hill (see Map 4). The predominant residential density indicated on the City map is intermediate density housing (3.6 to 6.9 units per acre). Also, the County map does not designate the downtown redevelopment areas, the multiple family developments along Chilpancingo Parkway, the large Ellinwood project, and the newly created park and recreation facilities in the northwestern section of the City.





NORTH  
SCALE: 1"=1760'



SEE PLEASANT HILL BART MAP

MAP 4

PLEASANT HILL AND VICINITY  
CONTRA COSTA COUNTY GENERAL PLAN

LEGEND

	SINGLE FAMILY RESIDENTIAL -LOW DENSITY
	SINGLE FAMILY RESIDENTIAL -MEDIUM DENSITY
	SINGLE FAMILY RESIDENTIAL -HIGH DENSITY
	PUBLIC /SEMI-PUBLIC
	MULTI-FAMILY RESIDENTIAL -MEDIUM DENSITY
	MULTI-FAMILY RESIDENTIAL -HIGH DENSITY
	COMMERCIAL

	OFFICE
	LIGHT INDUSTRY
	PARKS AND RECREATION





## CITY OF WALNUT CREEK

### Status of General Plan Elements

Land Use Element	Adopted in 1971, amended since then. Revisions to the 1971 element are being prepared.
Circulation (Transportation Plan)	Adopted in 1977; an update is in progress.
Open Space Element	Adopted in 1974.
Conservation Element	Adopted in 1974.
Recreation Element	Adopted in 1974.
Scenic Highways Element	Adopted in 1975.
Seismic Safety Element	Adopted in 1974.
Safety Element	Adopted in 1974.
Noise Element	Adopted in 1975.
Housing Element	Adopted in 1975. Amended in 1986.
Core Area Plan	Adopted in 1975; revised in 1980. Revised 1985 draft is pending before the City Council.
Alma Avenue Specific Plan	Adopted in 1985.
Geary Road Area Specific Plan	Adopted in 1980.
South Newell Avenue Specific Plan	Adopted in 1978.
La Casa Via Specific Plan	Adopted in 1978.
(Five other specific plans adopted between 1970 and 1975).	

### Redevelopment Plans

Mt. Diablo Redevelopment Project	Adopted in 1974, amended in 1982.
South Broadway Redevelopment Project	Adopted in 1974.

### General Plan Land Use Categories

<u>Walnut Creek</u>			<u>Contra Costa County (Walnut Creek Area)</u>	
RESIDENTIAL				
	<u>Units/ Gross Acre</u>	<u>Units/ Net Acre*</u>		<u>Units/ Net Acre</u>
Single Family:			Single Family:	
Open	(0-1)	(0-1.25)	Very Low Density	(0-1)
Low	(1-2.5)	(1.25-3.1)	Low Density	(1-3)
Medium	(2.5-4)	(3.1-5)	Medium Density	(3-5)
High	(4-7)	(5.0-8.8)	High Density	(5-7)

\*Assumes 25% of the land for single family homes, and 20% for multiple family housing, is reserved for other uses (roads, etc.).



## General Plan Land Use Categories (continued)

<u>Walnut Creek</u>			<u>Contra Costa County (Walnut Creek Area)</u>	
Multiple Family:			Multiple Family:	
Low	(7-12)	(8.4-14.4)	Low Density	(7-12)
Medium	(12-22)	(14.4-26.4)	Medium Density	(12-21)
High	(22-30)	(26.4-36)	High Density	(21-29)
			High Density(BART)	(min. 35)
COMMERCIAL				
Central			Commercial	
General			Transitional Commercial	
Service				
Shopping Center				
OFFICE				
Office			Office	
INDUSTRIAL				
Research and Development			Light Industry	
PUBLIC RELATED				
Schools			Public and Semi-Public	
Miscellaneous and Utilities				
OPEN SPACE				
Parks and Recreation			General Open Space	
Greenways (0-2 units per acre)			Parks and Recreation	
			Utility and Open Space Corridor	
AGRICULTURE				
Agricultural Preserve			Agricultural Preserve	

## Discussion of Plans

The planning area for the 1971 Walnut Creek General Plan stretches from Mt. Diablo State Park and Livorna Road on the south near the existing City limits, to the Lafayette boundary on the west, and to the Pleasant Hill and Concord City lines on the north and east. The unincorporated area immediately surrounding the Pleasant Hill BART Station is included in the planning area, except for the properties north of the station. Also included are the unincorporated areas of





Saranap (Olympic Boulevard), Walnut Knolls, and a very large open space area consisting of the Castle Rock (now Diablo Foothills) Park and a portion of Mt. Diablo State Park.

The Land Use Element of the Walnut Creek General Plan designates seven residential categories, which are roughly equivalent to the County categories. In addition, the 1985 draft Core Area Plan for downtown Walnut Creek includes a residential designation that allows higher densities, up to 50 units per acre, and the Alma Avenue Specific Plan permits up to 100 residential units per acre in a small area. The adopted 1980 Core Area plan allows a maximum of 30 units per acre.

Portions of the 1971 Land Use Element are currently being updated by the City. A Housing Element has been recently adopted by the City Council at the time of this writing. A major update of the Core Area Plan, the portion of the General Plan that covers all of downtown Walnut Creek is pending at the Council level. The existing Core Area Plan was originally adopted in 1975, and revised in 1980, and is now being updated in response to resident concerns about office construction and traffic as exemplified by the voter approval of Measure H, a slow growth initiative, in November, 1985.

In terms of policies dealing with residential development, the General Plan states that the Open Residential classification is used to define neighborhoods on the edge of the suburbanizing area, which "can accommodate a desirable lifestyle for a portion of the community during the transitional stages of the planning period." The only significant location within the City's planning area which is designated Open Residential is the unincorporated North Gate area (see Map 1).

A "Development Staging Diagram" in the Land Use element depicts areas that are expected to become urbanized during the 1980 to 1990 period. These areas include the southeastern portion of Rossmoor, which is planned for an additional expansion of the retirement community, and the western slopes of Lime Ridge and the Northgate/Castle Rock Road area. In the Lime Ridge area, the diagram conflicts with the Open Space element, which calls for public acquisition of most of Lime Ridge. In the Northgate area, some of the last remaining large, developable land adjacent to the City is the site of the proposed Rancho Paraiso subdivision by Barrett Homes. Additionally, 220 acres of land owned by Newhall on either side of Ygnacio Valley Road, at the west end of Lime Ridge, could support several hundred units.

Like the other cities in North Central Contra Costa County, Walnut Creek grew rapidly during the decades following World War II and is now reaching a built out stage. The draft Housing Element notes that there are approximately 480 vacant single family lots available for in-fill development, as well as 195 acres of vacant residential land zoned for multiple family housing which could support approximately 1,700 units. The Association of Bay Area Governments projects that the City and its surrounding Sphere of Influence could absorb another 4,100 households over the next 20 years, increasing the area's population from approximately 75,200 persons presently to 79,800 in the year 2005.





Many of the areas that are designated for Low Density Single Family uses (1 to 2.5 units per acre) on the City's General Plan map are in the southern part of the City. Housing along Ygnacio Road is primarily Medium Density (2.5 to 4 units per acre) while the High Density Single Family category is used mostly in the Rossmoor community to indicate prevailing densities of 4 to 7 units per acre (see Map 1). Multiple family residences are designated for areas on the east side of the downtown, along Oak Road just south of the Pleasant Hill BART Station, and west of I-680 near Parkside Drive. Additional locations for apartments are specified in the Core Area Plan (see discussion below).

Commercial uses are primarily centered in the downtown Core Area, although a major employment center was developed in the 1970's at the Shadelands Business Park on Ygnacio Valley Road several miles east of the downtown (see Map 1). The 270 acre Shadelands Business Park, which is almost entirely built out, is the only location in the City designated for Research and Development activities. Along with the downtown shopping district, a significant concentration of service commercial uses exists on North Main Street, near Geary Road. Offices outside of the downtown are designated around the John Muir Hospital.

Extensive Open Space areas are designated on the City's General Plan land use map, consisting of almost one half of the entire planning area. The vast majority of these areas are categorized as Greenways, with 0 to 2 dwelling units per acre permitted. The General Plan text states that "although it may appear that housing units conflict with the concept of open space, the intent of this category is to allow flexibility in preserving open space values... The Open Space category should not be confused with the "Open-Residential" classification...[which permits] large lot, ranchette-style homesites on the fringe of urban areas."

The Greenways Open Space category is applied to the large Lime and Shell Ridge areas south and east of Ygnacio Valley Road, to the Acalanes Ridge area between Pleasant Hill Road and I-680, and to Sugarloaf Hill between Livorna and Rudgear Roads (see Map 1). In addition, the Rossmoor planned retirement community is surrounded by Greenways and the portion of Mt. Diablo State Park in the planning area is categorized similarly. Large Parks and Recreation facilities designated in the General Plan include the golf course along Rossmoor Parkway; the former Castle Rock Park (now part of Diablo Foothills Regional Park); the City-owned Boundary Oak Golf Course and Heather Farms Park on Ygnacio Valley Road; the Diablo Hills Golf Club; and several other smaller neighborhood and community parks.

One extensive Agricultural Preserve area is also included as Open Space on the General Plan map. The Ginnocchio property, two parcels totalling 680 acres, is under Williamson Act contract in the unincorporated area east of Northgate Road. A portion of the property that has been sold to the state as an extension of Mt. Diablo State Park is designated on the City plan as Agricultural Preserve and Greenways.

The Core Area Plan sets development policies and standards for the downtown shopping district, extending from Walden Road on the north, to almost Rudgear Road on the south, westward along I-680, and eastward along the Southern Pacific








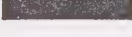
# Walnut Creek General Plan

MAP 1

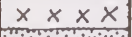

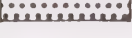
## Land Use

### RESIDENTIAL

#### Primarily Single Family

	dwelling units per acre
	open 0 - 1
	low 1 - 2.5
	medium 2.5 - 4
	high 4 - 7

#### Primarily Multiple Family

	low 7 - 12
	medium 12 - 22
	high 22 - 30

### COMMERCIAL

	central
	general
	service
	office
	shopping center
	research & development

### COMMUNITY FACILITIES

#### Schools

E	Elementary
I	Intermediate
HS	High School
Pr	Private

 proposed

#### Parks & Recreation

N	Neighborhood	P	Private
C	Community	G	Golf - private
Sp	Special Use		

#### Miscellaneous & Utilities

H	Hospital	F	Fire Station
L	Library		
W	Water District Facility		
Bart	-----		

#### Open Space

	greenways 0 - 2 d.u./acre
	agricultural preserve







right of way. The 1980 plan for downtown calls for buildout by the year 2000 of approximately 6.9 million square feet of office space, 2.8 million square feet of retail stores, 1,500 hotel rooms, and 5,000 housing units. A new draft plan was completed in 1985 to re-evaluate land uses in the Core Area and recognize the significant amount of office space construction which had been approved during the 1980's. This draft is still pending before the City Council.

The 1985 draft Core Area Plan concentrates the greatest intensity of commercial development in the "Golden Triangle" area adjacent to the BART Station and in the Broadway Plaza/Town Centre retail area bounded by South California, South Main, Mt. Diablo and Olympic Boulevards (see Maps 2 and 3). In the Golden Triangle, four large office buildings (California Plaza, Tishman Office Center, Peri Executive Centre, and 1600 Riviera) totalling one million square feet of space were completed during 1984 and 1985 (see Map 3). West of the existing Broadway Plaza shopping area, the 350,000 square foot Towne Centre retail complex was proposed for construction. However, the project, seeking an exemption from Measure H, the traffic control initiative passed by voters in 1985, was turned down by the electorate in November, 1986.

In addition to the developments in the Golden Triangle, numerous other office buildings have been recently completed in the downtown area (see Map 3). By the end of 1985, the Core Area contained approximately 4.5 million square feet of office space, with one half of that amount completed or under construction during the last two years. By comparison, in the Shadelands Office Park on Ygnacio Valley Road, the last office buildings completed in 1985 brought the inventory of total space there to approximately 2.7 million square feet.

Staff estimates that by Summer, 1987, there will be approximately 5 million square feet of offices in the downtown. The draft 1985 Core Area Plan would allow another 1.1 million square feet of offices, as well as one million square feet of retail development and almost 2,000 housing units.

The draft Core Area Plan also calls for strengthening the pedestrian-oriented shopping area along Main Street and preserving the auto sales and service activities on North Main and North Broadway (see Map 2). High density housing (up to 50 units per acre) is planned in several locations at the edge of the downtown, as well as on Civic Drive near the BART station. Very high density apartments (up to 100 units per acre) would be allowed in the Alma Avenue area, located in the southern portion of the Core Area.

Under Measure H, further office construction and large residential projects in the City have been effectively blocked until major transportation improvements reduce peak hour traffic at identified critical intersections. The draft Core Area Plan, still pending before the City Council, calls for more than \$40 million in new and improved roadway improvements. The draft plan also recommends lower building heights in some areas than allowed under the previous guidelines.

The 1977 Transportation plan calls for several major roadway and freeway interchange improvements to improve circulation in and around the Core Area. One of the most important improvements is the planned extension of South Broadway along the abandoned Southern Pacific railroad right of way from Newell Avenue to the







1984 DRAFT CORE AREA PLAN  
MAP 2



NORTH

SCALE: 1"=1400'



## LAND USE



### RESIDENTIAL

Up to (4) du/ac

Up to (7) du/ac



Up to (12) du/ac

Up to (50) du/ac

Up to (100) du/ac



### MIXED USE



### PEDESTRIAN RETAIL



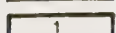
### GENERAL RETAIL



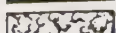
### AUTO SALES & SERVICES



### OFFICE



### INSTITUTIONAL/SECONDARY



### PARK/GREENWAY





MAP 3

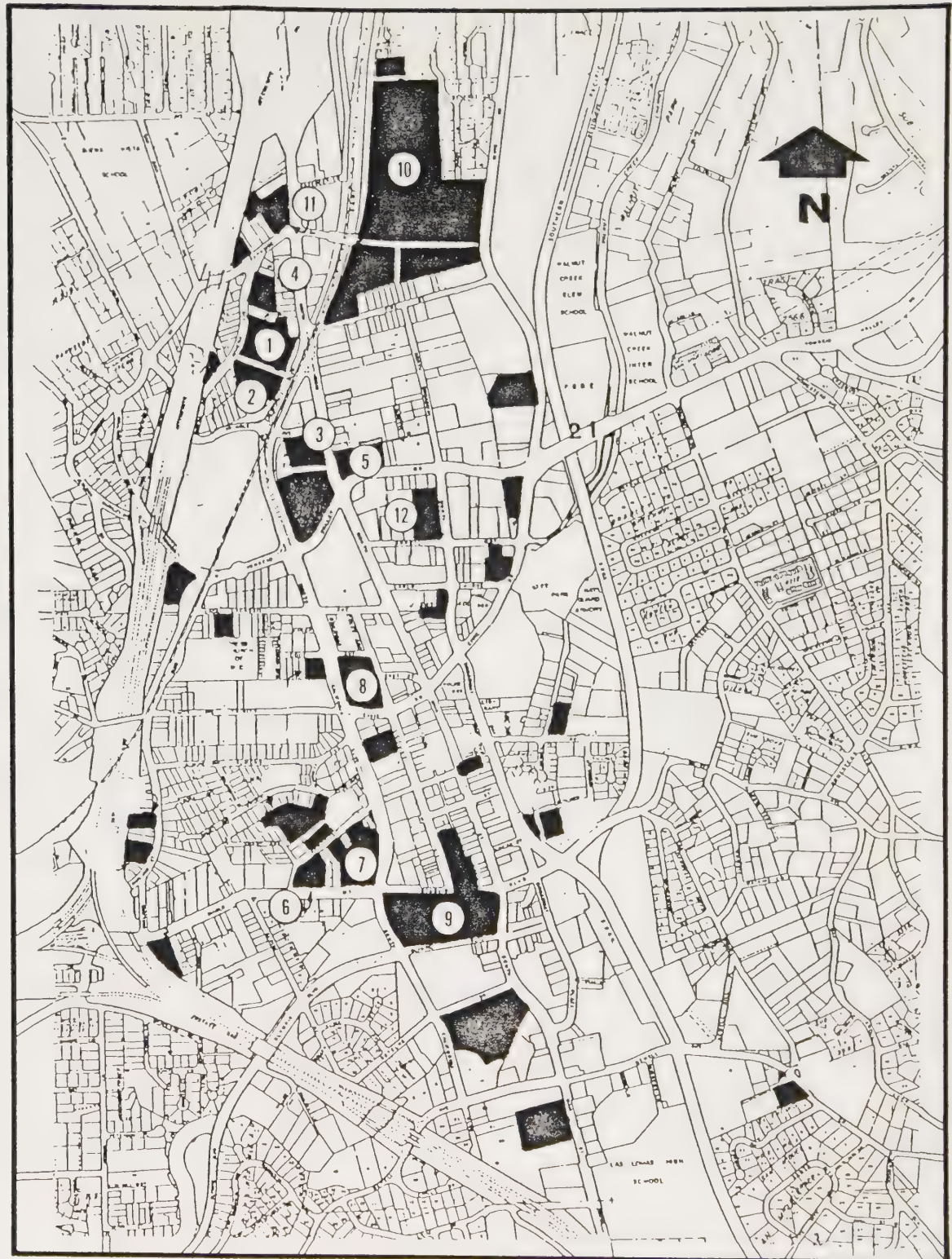
WALNUT CREEK CORE AREA PROJECTS

GOLDEN TRIANGLE OFFICE PROJECTS:

1. TISHMAN WEST (317,000 SQ. FT.)
2. CALIFORNIA PLAZA (360,000 SQ.FT.)
3. PERI EXECUTIVE CENTER (185,000 SQ.FT.)
4. WILLIAMSON 1600 RIVIERA (122,000 SQ.FT.)

OTHER LARGE PROJECTS:

5. YGNACIO WEST (104,000 SQ.FT.)
6. GATEWAY CENTER (115,000 SQ. FT.)
7. 1333 N. CALIFORNIA (350,000 SQ.FT.)
8. GROWERS SQUARE (190,000 SQ.FT.)
9. TOWN CENTER SITE
10. MAIN CHANCE ESTATES (270 TOWNHOUSES)
11. RAMADA HOTEL (320 ROOMS)
12. POTTS OFFICE BUILDING (105,000 SQ.FT.)







Rudgear Road interchange on I-680. This project would add a crucial southern entrance to the downtown. The 1977 plan also suggested that a proposed northern bypass of Ygnacio Valley Road using an extension of Parkside Drive be studied by Caltrans. However, that proposal has been deleted from the document.

One of the major issues to be resolved during the debate over the draft Core Area Plan is the type of roadway improvements necessary for adequate east-west traffic flow through the downtown. The options include widening Ygnacio Valley Road or redesigning it as a one-way "couplet" system in conjunction with Pringle Drive serving as the other one-way arterial. The City Council has recently endorsed the "couplet" concept.

The Alma Avenue Specific Plan covers a large one block area bounded by Olympic and California Boulevards, Botelho Drive and Interstate 680, in the southern portion of the Core Area. The building standards of the plan, adopted in 1985, call for high density housing up to 100 units per acre. Approximately 700 to 850 apartment or condominium units could be constructed under the specific plan regulations, providing much needed housing in the downtown for workers who want to live close to their jobs. Offices and other commercial uses are also allowed along Olympic Boulevard, with the possibility of apartments over retail frontage on California Boulevard. The first project under the plan guidelines, a 148 unit apartment building at a density of 89 units per acre, was approved by the City Council in June, 1986.

Walnut Creek has also adopted two redevelopment plans for areas within the Core Area. The Mt. Diablo Redevelopment Project includes the site of the proposed Towne Centre department store complex as well as additional properties to the north and south. The redevelopment area is planned for retail and offices uses, consistent with the goals of the Core Area Plan. The South Broadway Redevelopment Project provides for pedestrian-oriented commercial activities along South Broadway and professional offices on Newell Avenue, also compatible with the Core Area Plan.

#### **Discussion of Other Relevant Plans or Ordinances**

The Northwest Walnut Creek Neighborhood Plan, a joint planning effort by the City and County, was approved by the City Council in 1978, but has never been implemented as part of the General Plan. The Northwest Area of the Walnut Creek is composed of three and one half square miles located north of Route 24 and west of I-680. It includes the Larkey neighborhood within the City, as well as the unincorporated residential areas known as Linda Vista and Springbrook. The area contains some of the oldest housing in Walnut Creek, dating back to the turn of the century.

Major issues identified in the Northwest Walnut Creek Neighborhood Plan included the need to upgrade existing single family homes; resolve land use conflicts between commercial and residential uses, especially in terms of through traffic on residential collector streets; address historic storm drainage problems; inadequate capacity and unaesthetic strip commercial development along North Main Street; and expansion of park and recreation facilities in the area. An obstacle to resolving these issues was the haphazard jurisdictional boundaries of





incorporated and unincorporated lands. As the City has gradually annexed properties in the area over the years the jurisdictional difficulties have been erased.

### **Consistency of Plans in the Sphere**

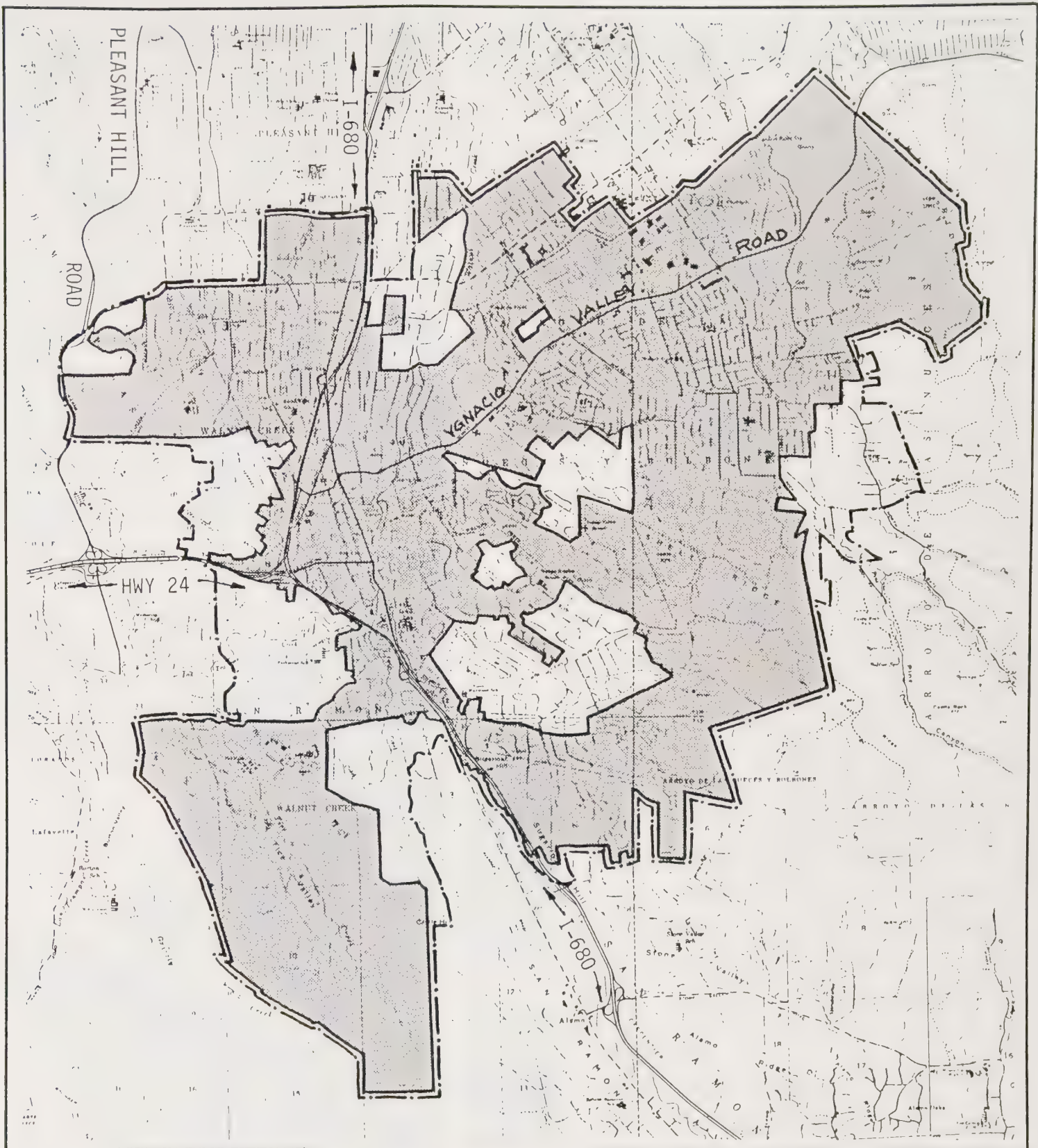
The Sphere of Influence for Walnut Creek includes the Saranap, Castle Crest and Linda Vista-Springbrook unincorporated areas between the City limits and Lafayette City line, south and north of State Route 24; the Oak Road area south of the Pleasant Hill BART Station; the Walnut Knolls-Mt. View Boulevard neighborhood, an unincorporated pocket surrounded by the City; the La Casa Via area, another unincorporated island behind the John Muir Hospital complex; and the Northgate-Castle Rock Road area (see Map 4). It should be noted that the planning area boundary reflected in the Walnut Creek General Plan map includes open space property on the east and south sides of the City beyond what is included in the Sphere of Influence boundary.

In the Saranap area, the County General Plan designates most of the neighborhoods as Single Family Residential - Medium Density, allowing 3 to 5 units per net acre (see Map 5). This is fairly consistent with the City's General Plan, which indicates a Single Family - Medium Density category of 2.4 to 4 units per gross acre. Along the wide portion of Boulevard Way south of State Route 24, the County land use map designates numerous frontage properties for Retail Shopping or Commercial, while the City map shows only a limited amount of land reserved for General Commercial uses.

The City designates parcels along Saranap Avenue and Boulevard Way for Multiple Family - Medium Density housing (12 to 22 units per gross acre), with lower density apartments (7 to 12 units per acre) planned for the neighborhood between Boulevard Way and Warren Road (refer back to Map 1). The densities adopted by the City are lower in this area than the County policy. The County General Plan allows high density multiple family housing near the Saranap/Boulevard Way intersection (21 to 29 units per net acre). This area of Saranap is undergoing redevelopment of some single family properties to newly proposed apartment buildings. Properties further south toward Warren Road are designated by the County for medium density multiples (12 to 21 units per acre). The area along Boulevard Way near Del Hombro Circle is also planned for medium density apartments or condominiums.

At the intersection of Olympic and Tice Valley Boulevards, the County General Plan designates frontage properties for Retail Shopping activities, with a Limited Office category applied to several properties along Olympic east of Tice Valley. On Boulevard Way north of Olympic, a Transitional Use designation separates the commercial parcels at the intersection from single family homes further north. South of Olympic Boulevard, frontage land along Tice Valley Boulevard is planned for multiple family buildings at either low (7 to 12 units per net acre) or high density (21 to 29 units per acre). In contrast, the Walnut Creek General Plan indicates General Commercial on three sides of the Olympic/Tice Valley intersection with multiple family housing allowed at low density (7 to 12 units per acre) further south along Tice Valley.





MAP 4

CITY OF WALNUT CREEK

  
 NORTH  
 SCALE: 1"=5000'

 CITY LIMITS (10/86)  
 CITY SPHERE OF INFLUENCE







CONTRA COSTA COUNTY GENERAL PLAN AREA:

SARANAP (WALNUT CREEK)

MAP 5



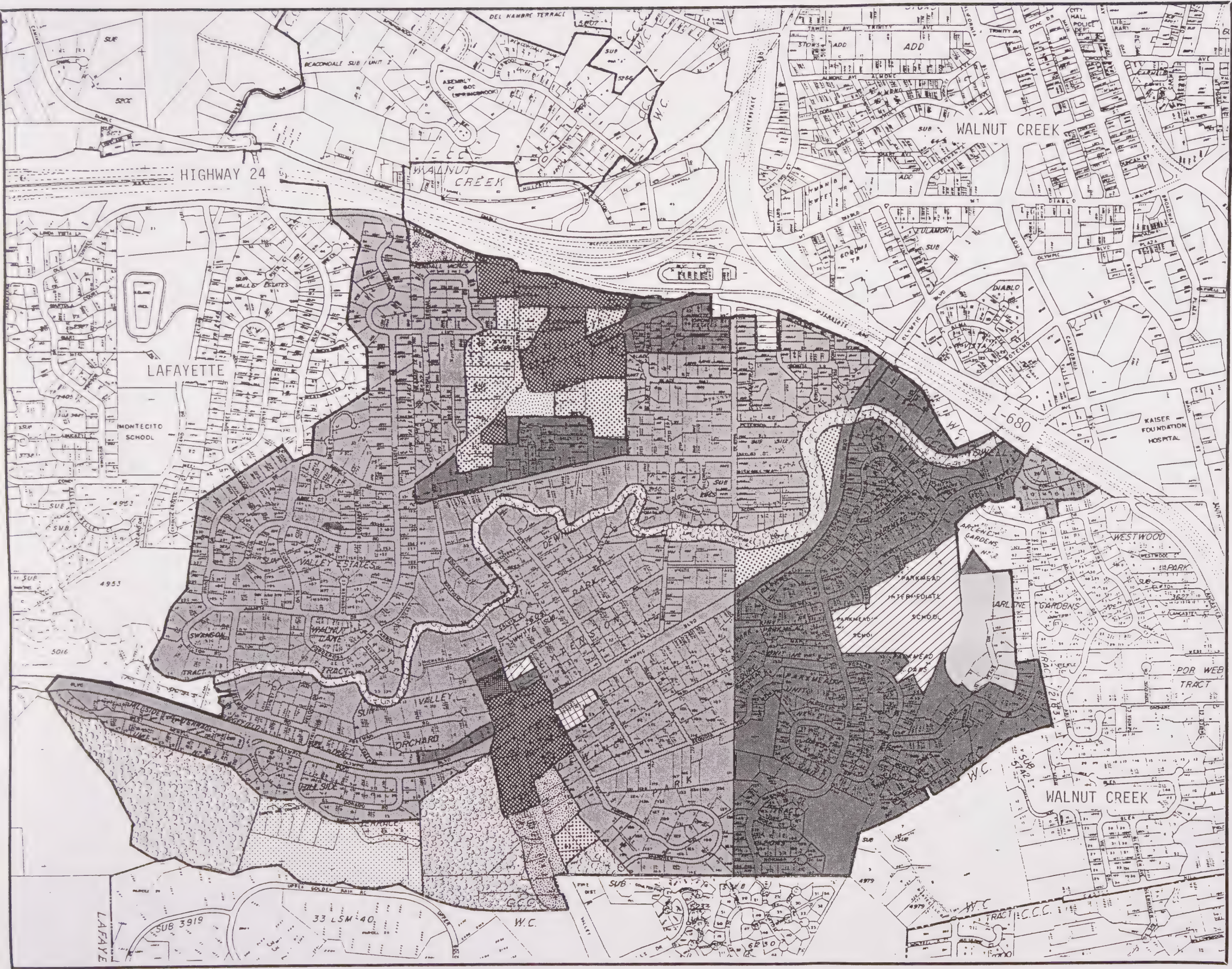
SCALE: 1" = 828'

LEGEND

- RESIDENTIAL
- SINGLE FAMILY -VERY LOW DENSITY
  - SINGLE FAMILY -LOW DENSITY
  - SINGLE FAMILY -MEDIUM DENSITY
  - SINGLE FAMILY -HIGH DENSITY
  - MULTI-FAMILY -LOW DENSITY
  - MULTI-FAMILY -MEDIUM DENSITY
  - MULTI-FAMILY -HIGH DENSITY

- OFFICE
- COMMERCIAL
- TRANSITIONAL COMMERCIAL
- PUBLIC /SEMI-PUBLIC

GENERAL OPEN SPACE









The County General Plan also designates the Las Trampas Creek channel throughout the area as Open Space, with a hiking trail indicated from the Walnut Creek City line westward to a footbridge at the end of Dewing Lane. The City's plan does not designate the creek corridor for any recreational uses.

The Castle Crest unincorporated neighborhood is located between Rossmoor and the I-680 freeway. The County General Plan designates residential properties in this area for low density development (1 to 3 units per acre) identical to the City's category in the area (see Map 6). The City also shows a Neighborhood Park off Danville Boulevard near Cerro Vista Lane, which the County plan does not indicate. Likewise, in the Linda Vista-Springbrook neighborhoods north of Route 24 and east of the Lafayette City limits, the Walnut Creek General Plan indicates Single Family - Low Density (1 to 2.5 units per acre), which is similar to the County's Single Family - Low Density (1 to 3 units per net acre) designation.

Along the Oak Road corridor, south of Treat Boulevard, several multiple family projects have been constructed over the last five years in the City and County in response to housing needed for office workers in the Pleasant Hill BART station area. The Walnut Creek General Plan map indicates Multiple Family - High Density (22 to 30 units per gross acre) on both sides of Oak Road between Treat and the Contra Costa Canal, which matches the residential densities allowed under the County plan (see Map 7).

The large office buildings under construction on parcels south of Treat Boulevard are not represented on the City plan, however. The City map also mistakenly indicates a neighborhood park north of the canal, when it is actually located south of the waterway. The County General Plan for the residential area between the canal and Walden Road, east of Oak, was amended in May, 1985, to permit high density apartments and two projects are currently under construction or recently completed. The City plan in this area still shows a Single Family designation. East of the Southern Pacific right of way, the allowable densities for the unincorporated neighborhood is consistent under both the City and County policies (Single Family - Medium Density). The City policy for the undeveloped 30 acre Hale Ranch, between the Walnut Creek channel and the City line, differs from the County plan. The County designates two-thirds of the site for Single Family - High Density housing, while the City shows it for Open Density housing (0 to 1 unit per acre).

East of the Pleasant Hill BART station the County has recently (March, 1986) adopted the Cherry Lane North General Plan Amendment to allow high density multiple family housing between Del Hombre and Cherry Lane (see Map 7). Proposals are currently pending before the County to construct over 800 apartment units in the area. The Walnut Creek General Plan shows the area planned for low density housing.

There are three pockets of unincorporated land within the Walnut Creek City limits: a small portion of the Bancroft Village townhouse development; the Walnut Knolls - Mt. View Boulevard neighborhood; and the La Casa Via area. Almost all of the previously unincorporated properties of the Bancroft Village project and adjacent lands were annexed into the City in early 1986. The only



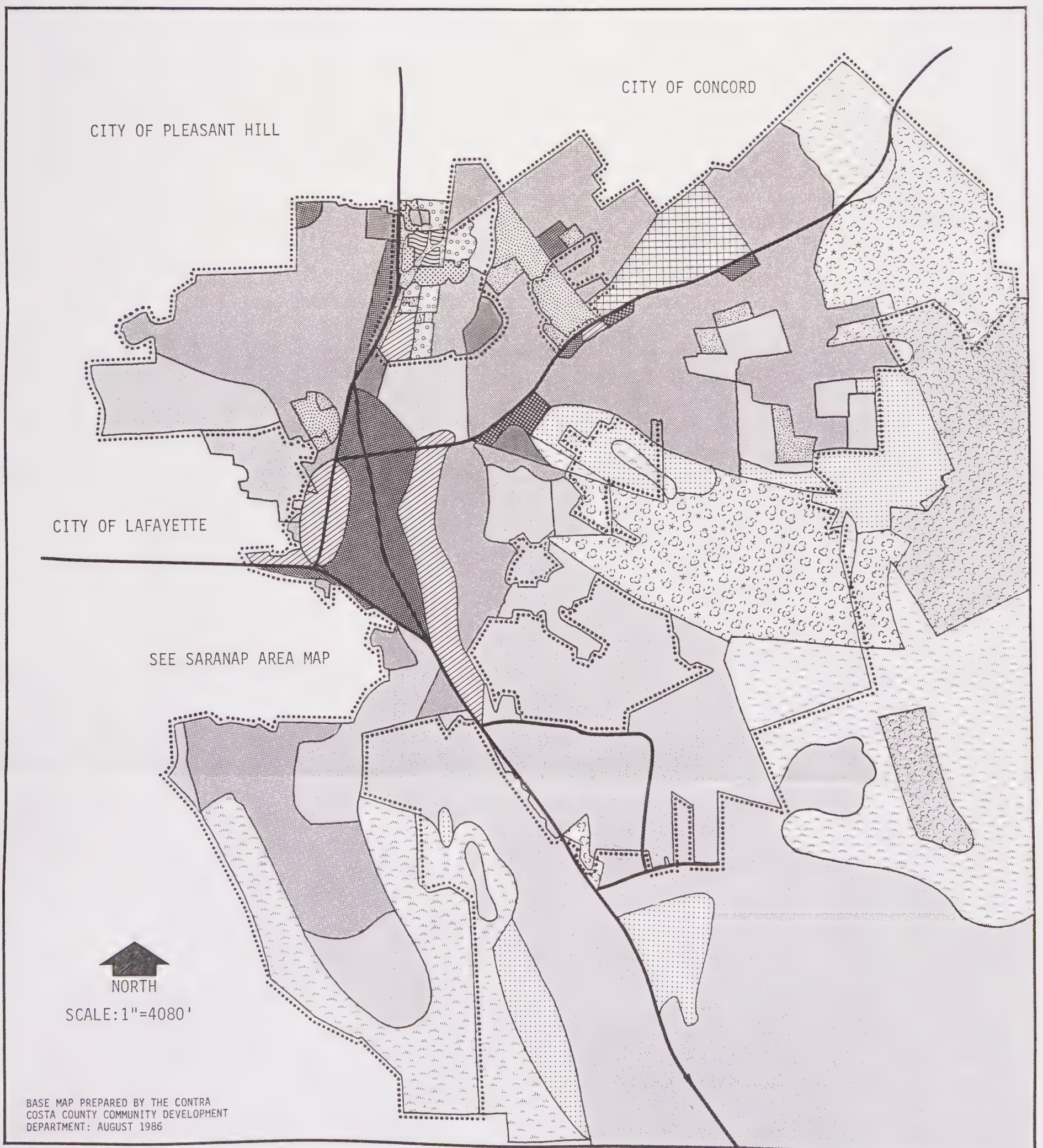


# MAP 6

## CONTRA COSTA COUNTY GENERAL PLAN AREA: WALNUT CREEK AND VICINITY

### LEGEND

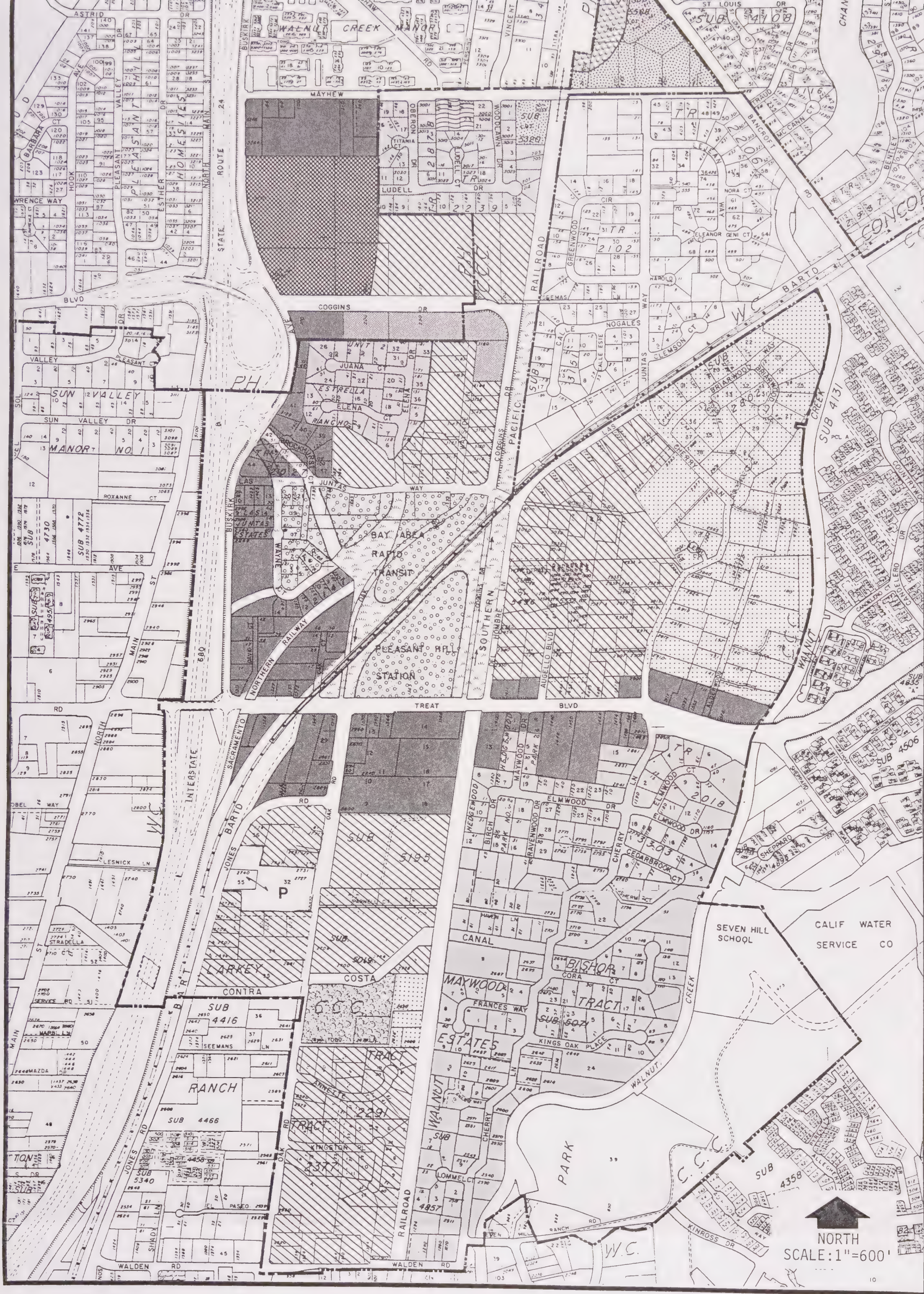
	RESIDENTIAL		LIGHT INDUSTRIAL
	SINGLE FAMILY -VERY LOW DENSITY		COMMERCIAL
	SINGLE FAMILY -LOW DENSITY		TRANSITIONAL COMMERCIAL
	SINGLE FAMILY -MEDIUM DENSITY		OFFICE
	SINGLE FAMILY -HIGH DENSITY		PUBLIC /SEMI-PUBLIC
	MULTI-FAMILY -LOW DENSITY		GENERAL OPEN SPACE
	MULTI-FAMILY -MEDIUM DENSITY		PARKS AND RECREATION
	MULTI-FAMILY -HIGH DENSITY		AGRICULTURAL PRESERVE
.....	CITY OF WALNUT CREEK BOUNDARY		





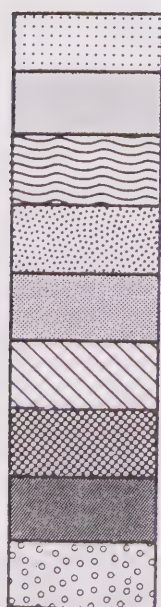




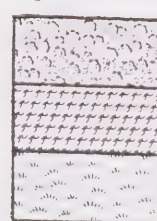


MAP 7

PLEASANT HILL BART AREA  
CONTRA COSTA COUNTY GENERAL PLAN



- SINGLE FAMILY RESIDENTIAL -LOW DENSITY
- SINGLE FAMILY RESIDENTIAL -MEDIUM DENSITY
- SINGLE FAMILY RESIDENTIAL -HIGH DENSITY
- MULTI-FAMILY RESIDENTIAL -LOW DENSITY
- MULTI-FAMILY RESIDENTIAL -MEDIUM DENSITY
- MULTI-FAMILY RESIDENTIAL -HIGH DENSITY
- COMMERCIAL
- OFFICE
- MIXED USE



- PARKS AND RECREATION
- LIGHT INDUSTRY
- OPEN SPACE /UTILITY CORRIDOR







portion of the large project that is still in the County is under construction, and will be annexed when it is completed and occupied. The City's General Plan has recently been modified to reflect the County Plan in this area.

The Walnut Knolls neighborhood north of Rudgear Road is designated for Single Family - Low Density housing, identical to the City's plans for the area. Residents in this neighborhood are petitioning the City to annex the area. Another very small unincorporated pocket along Nob Hill Drive shows a similar conformity between City and County plans. There is only one vacant property of any substantial size (approximately 15 acres) that could be developed in this area of Walnut Creek.

The unincorporated La Casa Via area is located between the John Muir Hospital medical complex and the beginning of the City's Shell Ridge Open Space. As previously discussed, the City of Walnut Creek has adopted a Specific Plan that includes most of this unincorporated area. The plan policies seek to preserve the rural atmosphere along La Casa Via, a semi-improved roadway. The City guidelines limit any development to one unit per acre, with two units allowed under certain circumstances. The County General Plan in this area complements the City policies, designating most of the properties Single Family - Very Low Density development (0 to 1 unit per net acre). At the time of this writing, there is a request pending before the County to amend the General Plan to allow construction of a senior citizens apartment complex on La Casa Via.

In the Northgate-Castle Rock area between the Walnut Creek City limits and Mt. Diablo State Park the County plan also restricts development to very low density ranchette-style homes on a minimum one acre lot. This land use category corresponds with the City's plan in the area for Open Residential densities.

### **Consistency of Plans Within the City**

The County General Plan accurately portrays residential densities within the City of Walnut Creek, except for the area on the edge of the downtown Core Area. The County plan indicates a strip of Multiple Family - Medium Density housing on the east side of the downtown from Ygnacio Valley Road to north of Rudgear Road (see Map 4). In contrast, the City plan shows a combination of low and high density multiple family housing, as well as single family residences, Central Commercial and Research and Development uses along the edge of the downtown district.

The County's plan for the Core Area does not specify individual non-residential uses, instead coloring the whole downtown district as Commercial. The County also does not show the important planned extension of South Broadway from Newell Avenue to a new I-680 interchange near Rudgear Road.

On the west side of the Core Area, the County's land use map also designates medium density multiple family housing on either side of I-680, stretching westward along Camino Diablo (the frontage road north of Route 24). These areas on the City plan are shown for multiple family apartments and offices in the Core Area, and Service Commercial along Camino Diablo. The County plan also



indicates an area for multiples west of I-680 and south of Alvarado Avenue, which is planned by the City for multiple and single family housing.

The County General Plan designates some individual neighborhoods along Walnut Avenue for low densities (1 to 3 units per net acre), reflecting existing development, while the City applies a Single Family - Medium Density designation (2.5 to 4 units per gross acre) to all housing in the area.

The County plan does not contain detailed land use categories to depict separate uses in the area around Heather Farms Park, instead categorizing the entire area for single family residences. The Walnut Creek General Plan indicates Parks and Recreation for Heather Farms and the private Diablo Hills Golf Club golf course, with high density single family homes and medium density apartments between the parklands. Additionally, the County map inaccurately portrays the extent of the Light Industrial area of Shadelands Business Park.

Finally, in terms of Open Space areas, the County shows most of Shell Ridge as Agricultural Preserve, while the City designates a majority of the open lands as Greenways.





V. LAMORINDA CITIES

Lafayette

Moraga

Orinda





## SUMMARY

The Lafayette-Moraga-Orinda area of Contra Costa County (referred to collectively as "Lamorinda") is primarily composed of woodsy, affluent single family neighborhoods with small downtown commercial centers. Due to its proximity to the employment centers in Oakland and San Francisco, the area was one of the first locations to be suburbanized soon after the Caldecott Tunnel was opened in the late 1930's. The three communities were among the last to incorporate in the County: the Cities of Lafayette, Moraga, and Orinda formed in 1968, 1974, and 1985, respectively.

The Lamorinda area is considered to be largely "built out," with few significant sites left to be developed. In terms of General Plan consistency between the County and the three cities, the only notable differences occur within Lafayette and Moraga. The County General Plan for some residential neighborhoods designates slightly higher densities than the City plans, and not all ridgelines are set aside in Open Space categories, as in the Lafayette and Moraga maps.

Because the draft Orinda General Plan (pending adoption at the time of this writing) is largely based on the previous County plan, the only significant differences between the two in the El Toyonal-Sullivan Ranch area.



## CITY OF LAFAYETTE

### Status of General Plan Elements

Land Use Element	}	All elements adopted in 1974, and revised since.
Open Space - Conservation Element		
Parks & Recreation Element		
Public Buildings and Facilities Element		
Circulation Element		Adopted in 1974, major revision in 1985.
Safety Element		Technical Elements adopted in 1976.
Seismic Safety Element		
Scenic Routes Element		
Noise Element		Adopted in 1977.
Housing Element		Adopted in 1986.
BART Block Specific Plan		Adopted in 1986.

### Redevelopment Plans

(none)

### General Plan Land Use Categories

<u>Lafayette</u>			<u>Contra Costa County</u> <u>(Lafayette Area)</u>	
RESIDENTIAL				
	<u>Units/ Gross Acre</u>	<u>Units/ Net Acre*</u>		<u>Units/ Net Acre</u>
Single Family	(0.2-2) (1-4)	(0.3-2.5) (1.3-5.0)	Single Family:	
			Low Density	(1-3)
			Medium Density	(3-5)
			High Density	(5-7)
Multiple Family	(11-17) (15-35)	(13.2-20.4) (18.0-42)	Multiple Family:	
			Low Density	(7-12)
			Medium Density	(12-21)

\*Assumes 25% of the land for single family homes, and 20% for multiple family housing, is reserved for other uses (roads, etc.).





## General Plan Land Use Categories (continued)

### Lafayette

### Contra Costa County (Lafayette Area)

#### PUBLIC RELATED

Public  
Semi-Public

Public and Semi-Public

#### OPEN SPACE

Open Space (.05 to 0.3 units  
per acre)  
Private Recreation  
EBMUD Lands

General Open Space  
Parks & Recreation

#### AGRICULTURE

Agriculture

Agricultural Preserve

## Discussion of Plans

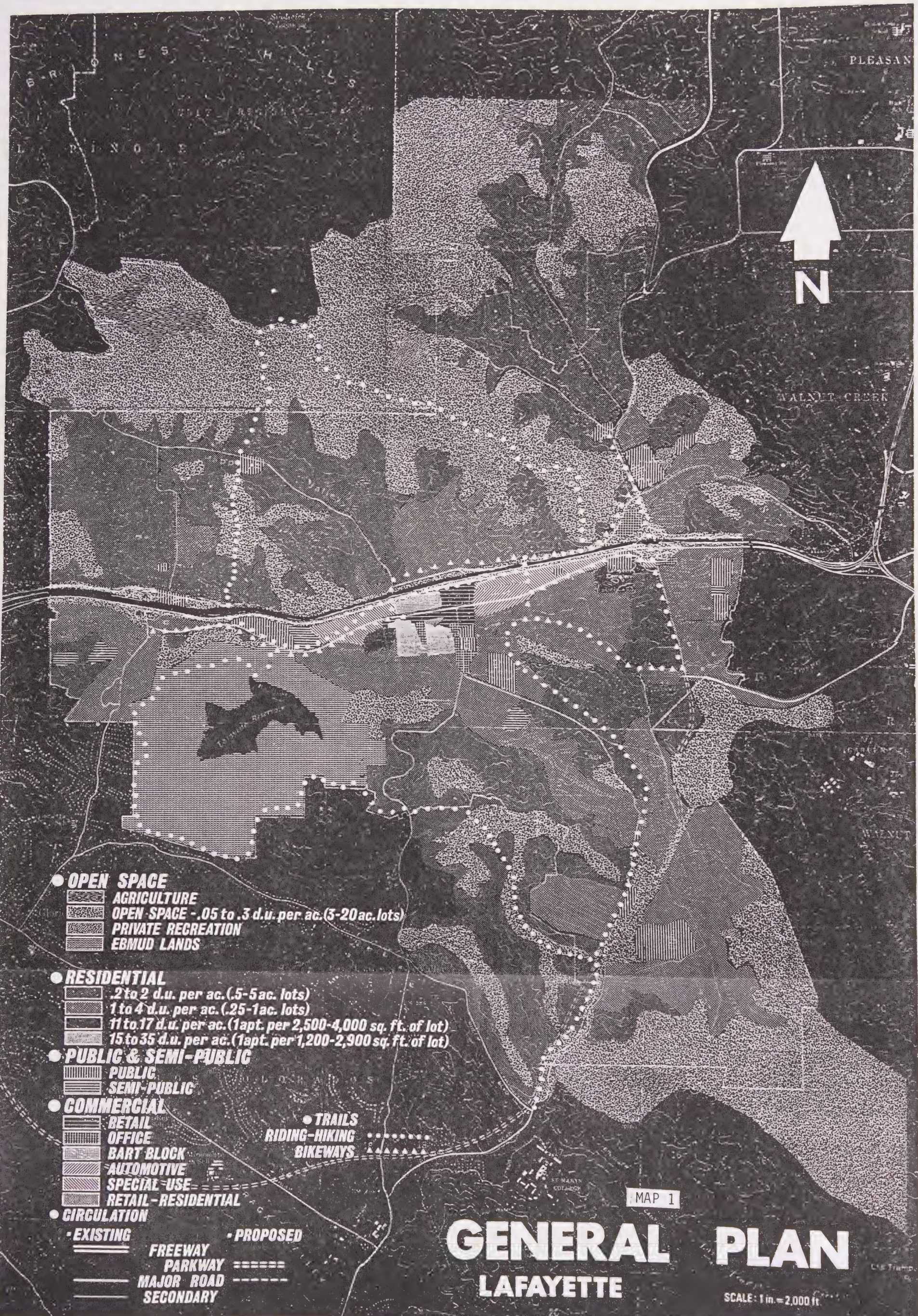
The Lafayette General Plan, consisting of most of the plan elements, was adopted in 1974 and has been amended since then, although it has not undergone a major revision. The most recent Housing Element was adopted in 1986, while the Circulation Element was updated in 1985. In addition, the City recently adopted a specific plan for the large commercial downtown block, adjacent to the BART station.

The principal goal of the City's General Plan is to "preserve and enhance the character of Lafayette as a low density, semi-rural residential community." In order to accomplish this, the plan includes land use designations that mandate low single family densities. Most of the residential properties within the City are designated for lot sizes of no less than one-quarter of an acre (see Map 1). The lowest density residential category limits construction to 0.2 to 2 units per acre (homes on one-half to 5 acre lots). In addition, the Open Space designation in the plan which covers all of the hilly areas in the City restricts ranchette-style homes to lots ranging from 3 to 20 acres.

The Lafayette General Plan map indicates three areas along Mt. Diablo Boulevard where apartment or condominium units are appropriate. One site adjacent to the Lafayette Cemetery near Pleasant Hill Road is occupied by a multi-family project. The other locations are behind commercial properties south of Mt. Diablo Boulevard. This area is presently a mixture of single and multiple family buildings on small lots. The Housing Element of the General Plan estimates that approximately 150 apartment units could be constructed in this residential area adjacent to the downtown if the smaller residential lots were







- **OPEN SPACE**
  - AGRICULTURE
  - OPEN SPACE - .05 to .3 d.u. per ac. (3-20 ac. lots)
  - PRIVATE RECREATION
  - EBMUD LANDS

- **RESIDENTIAL**
  - .2 to 2 d.u. per ac. (.5-5 ac. lots)
  - 1 to 4 d.u. per ac. (.25-1 ac. lots)
  - 11 to 17 d.u. per ac. (1 apt. per 2,500-4,000 sq. ft. of lot)
  - 15 to 35 d.u. per ac. (1 apt. per 1,200-2,900 sq. ft. of lot)

- **PUBLIC & SEMI-PUBLIC**
  - PUBLIC
  - SEMI-PUBLIC

- **COMMERCIAL**
  - RETAIL
  - OFFICE
  - BART BLOCK
  - AUTOMOTIVE
  - SPECIAL USE
  - RETAIL-RESIDENTIAL

- **CIRCULATION**
  - EXISTING
    - FREWAY
    - PARKWAY
    - MAJOR ROAD
    - SECONDARY
  - PROPOSED
    - FREWAY
    - PARKWAY
    - MAJOR ROAD
    - SECONDARY

- **TRAILS**
  - RIDING-HIKING
  - BIKEWAYS

MAP 1

# GENERAL PLAN

## LAFAYETTE

SCALE: 1 in. = 2,000 ft.





to be redeveloped. Only about 16% of the City's housing stock is composed of apartments or condominiums and the majority of these units were constructed prior to 1970.

There is very little land left in the city that has not been developed. The Housing Element estimates that approximately 450 additional single family homes could be built on vacant lots, although almost all of these lots are in hilly areas that would require extensive soils investigation to determine development potential.

The City's plan for the central business area states the intent to concentrate the town's commercial activities near the BART block and "to find alternate, substitute uses for the presently commercially zoned areas of Mt. Diablo Boulevard outside the Retail Core." The plan designates a Special Use area along the Boulevard east of the retail district, where all heavy commercial, light industrial, auto sales and service activities are to be located.

The City recently adopted a Specific Plan for the heart of the downtown, the BART block. The plan contains little in the way of new land use policies, but explicitly states what kind of development and design guidelines the City expects for the area. Much of the block is owned and will be developed by Peter Bedford Associates. The BART Block Specific Plan requires new buildings to create amenable pedestrian walkways, to save certain brick structures and a large eucalyptus tree, and to open up the culverted portions of Happy Valley Creek which flows through the area (see Map 2).

East and west of the BART block along Mt. Diablo Boulevard, the General Plan designates two Special Use Areas (see Map 1). These portions of the City's main arterial are to be reserved for "offices, multiple-family residences, motels and a limited number of appropriate commercial uses such as restaurants." The specific zoning regulations that the City has adopted over the years, however, have tended to restrict office uses in favor of other uses along Mt. Diablo Boulevard in an effort to avoid increases in peak hour traffic congestion, and to provide essential services and enhance the City's sales tax base. For example, the largest recent commercial construction in the City has been the 140 room Lafayette Park Hotel at the east end of the boulevard. The owner would have rather built offices on the site, but the zoning would not allow it.

Large portions of Lafayette are included in public or semi-public and open space categories. East Bay Municipal Utility District operates the Lafayette Reservoir and owns 800 acres of adjacent watershed lands on the southwestern edge of the City. The East Bay Regional Park District has acquired much of the property along Lafayette Ridge for expansion of Briones Regional Park along the northern City boundary. Las Trampas Regional Park forms the southeastern border of the City.

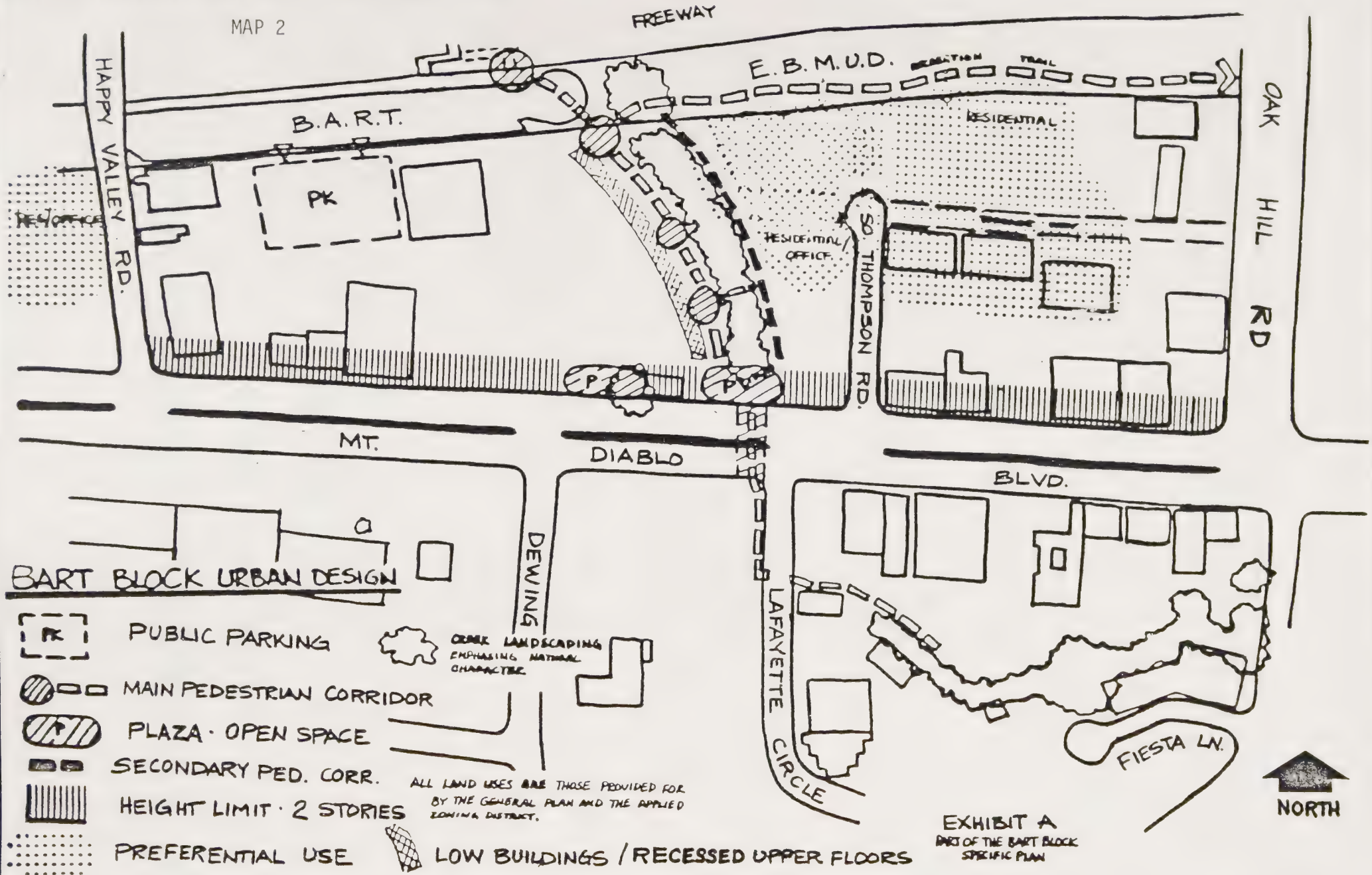
In terms of transportation policies, the updated Lafayette Transportation Element notes that some major arterials and intersections within the City (St. Mary's and Moraga Roads, Pleasant Hill Road, portions of Mt. Diablo Boulevard, Reliez Station/Glenside Roads) are operating at near capacity, although no new road construction or widenings are planned. The proposed Gateway Boulevard, a





# CITY OF LAFAYETTE BART BLOCK DEVELOPMENT PLAN

MAP 2







limited access parkway planned to connect Highway 24 east of the Caldecott Tunnel with Moraga Way in Moraga, would have the effect of reducing traffic through Lafayette.

### **Discussion of Other Relevant Plans or Ordinances**

The City of Lafayette has adopted regulations limiting the number of homes that can be constructed in hilly open space areas. As in the case with other hillside development ordinances, the regulations require a larger lot size per housing unit as the overall slope of the terrain increases. City regulations also contain language to assure the protection of major ridgelines from development.

### **Consistency of Plans in the Sphere**

The Lafayette Sphere of Influence is contiguous with the City limits on the north, west, and south. On the east side of the City, the Lafayette Sphere encompasses a portion of the unincorporated Saranap area along Juanita Drive. There is one other much smaller unincorporated area in the northern portion of the Lafayette Sphere, consisting of the Lafayette Hills subdivision now under construction.

There are few development possibilities within the Sphere of Influence area and the City does not anticipate any significant annexations in the future. The Housing Element states that "the City does not encourage annexations for economic reasons (since the City levies no property tax and derives no revenue therefrom). The City might, however, be required to accept certain properties that are topographically, drainage or access dependent, or where the City could reasonably be expected to absorb the effects of further development on such parcels."

In the Saranap area, the County General plan designates the residential neighborhood for medium density homes (3 to 5 units per net acre). The 1974 Lafayette plan did not designate any densities in the area outside of the (then) adopted City limits. The El Curtola neighborhood east of Montecito School was annexed into the city in 1983, and the General Plan was amended to include the area.

As already noted, the only other unincorporated lands within the City's Sphere of Influence is the Lafayette Hills subdivision located along Greenhills Drive, off Taylor Boulevard. The County General Plan allows Single Family Residential-Low Density development of the site (1 to 3 units per acre), while the Lafayette plan calls for Open Space on most of the property (3 to 20 acre minimum lot size). A subdivision of 47 custom homes is currently under construction. The project was scaled down from the original proposal in response to concerns raised by the City and nearby homeowners concerns.

Although outside the Sphere of Influence boundary for Lafayette, there are other unincorporated areas that are of concern to the City. In the Springbrook neighborhood north of Highway 24, proposals to construct offices on a parcel off Dunsyre Drive provoked protests from the City, which believes the area of



unstable soils and narrow access roads is suitable only for single family homes. Another withdrawn proposal to build 30 homes on the Buckeye Ranch at the top of Springhill Road on Lafayette Ridge is of concern to the City. In the Saranap neighborhood (the portion of the area within the Sphere of Influence for Walnut Creek), the City is concerned that any approved projects which are large traffic generators may increase circulation problems at the Olympic Boulevard/Pleasant Hill Road intersection.

### **Consistency of Plans Within the City**

The major inconsistency between the General Plans of the City and County within the Lafayette corporate limits involves the designation of ridgelines in the central portion of the City. The City map categorizes most ridges as Open Space (.05 to 0.3 units per gross acre allowed), while the County General Plan designates only the Lafayette Ridge and the Las Trampas area in this classification. The majority of residential areas in the City are designated by the County for low density homes (1 to 3 units per net acre), with medium density (3 to 5 units) allowed in the developed Burton Valley, and in the neighborhoods south, west, and north of the downtown. Multiple Family Residential-Low Density structures (7 to 12 units per net acre), are planned adjacent to the downtown and near the Highway 24/Pleasant Hill Road interchange.

In contrast, most of the single family residential densities allowed by the City in the existing neighborhoods are much lower than the County, either in the range of 1 to 4 units per acre, or 0.2 to 2 units per acre. However, the County plan calls for lower density multiple family projects on the perimeter of the downtown than the Lafayette map. The County also locates an area of apartment housing near the Special Use category employed by the City along Mt. Diablo Boulevard, east of the BART station.





## CITY OF MORAGA

### Status of General Plan Elements

Land Use Element  
 Circulation Element  
 Conservation Element  
 Open Space Element  
 Seismic Safety Element  
 Noise Element  
 Scenic Highways Element  
 Recreation Element  
 Parks Element  
 Urban Design Element  
 Public Services Element  
 Historical Resources Element



All elements adopted in 1979, with amendments since then. All elements are now in revision by the City.

Housing Element

Adopted in 1984.

### Redevelopment Plans

(none)

### General Plan Land Use Categories

<u>Moraga</u>			Contra Costa County ( <u>Moraga Area</u> )	
RESIDENTIAL				
	Units/Gross <u>Acre</u>	Minimum Lot <u>Size (sq. ft.)*</u>		Units/ <u>Net Acre</u>
Open Space/Residential (1 per 5, 10, 20 acres or larger)				
Single Family	(0.2)	40,000	Single Family:	
Single Family	(1)	10,000-30,000	Low Density	(1-3)
Single Family	(2)	10,000-20,000	Medium Density	(3-5)
Single Family	(3)	10,000	High Density	(5-7)
Multi Family	(6)		Multiple Family:	
			Low Density	(7-12)

\* Does not include additional lots or smaller lots that may be approved under certain cases (e.g. density transfer or bonus).





## General Plan Land Use Categories (continued)

<u>Moraga</u>		Contra Costa County <u>(Moraga Area)</u>
	COMMERCIAL	
Community Limited		Commercial
	OFFICE	
Office		Limited Office
	INDUSTRIAL	
(none)		(none)
	PUBLIC RELATED	
Community Facilities		Public and Semi-Public
	OPEN SPACE	
Public Open Space-Study Public Parks		General Open Space
	AGRICULTURE	
(none)		(none)

## Discussion of Plans

The Moraga General Plan, with all state mandated elements as well as several optional topics (Recreation, Parks, Urban Design, Public Services, Historical Resources), was adopted in March, 1979. Since then, a revised Housing Element was adopted in 1984, replacing the 1979 element. At the time of this writing, all General Plan elements are being reviewed and updated by City staff.

As in the case of Lafayette and Orinda, Moraga is an affluent suburban community composed primarily of single family homes on large lots. The residential land use categories employed in the General Plan reflect the City's low density. Most of the neighborhoods in Moraga are designated for only one to three units per gross acre, with lots sizes required to be a minimum of 10,000 sq. ft. (about one quarter of an acre). According to the Land Use Element of the plan, density transfers or density bonuses may be applied to increase the number of minimum lot sizes in a project or to allow up to 10 percent of the lots to be less than 10,000 sq. ft. However, the overall density of a subdivision may not exceed the General Plan maximum unless the project is contiguous to an existing multiple family or commercial area.

Low density residential uses are designated on the General Plan map throughout the City, with ridgelines and some hilly properties designated Private Open Space (no more than one home per five acres) (see Map 1). The only multiple family category in the plan allows six units per net acre, equivalent to a low density condominium or townhouse project. A General Plan policy states,





### Residential

- Private Open Space  
One Dwelling Unit per Five Acres
- Single Family  
One Dwelling Unit per Acre
- Single Family  
Two Dwelling Units per Acre
- Single Family  
Three Dwelling Units per Acre
- Multi Family  
Six Dwelling Units per Acre

### Commercial

- Community
- Limited
- Office

### Parks and Open Space

- Public Open Space — Study
- Public Parks
- (P) Alternate Park Site
- Special Landscape Treatment

### Community Facilities

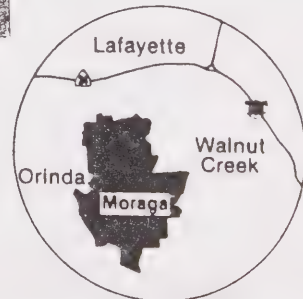
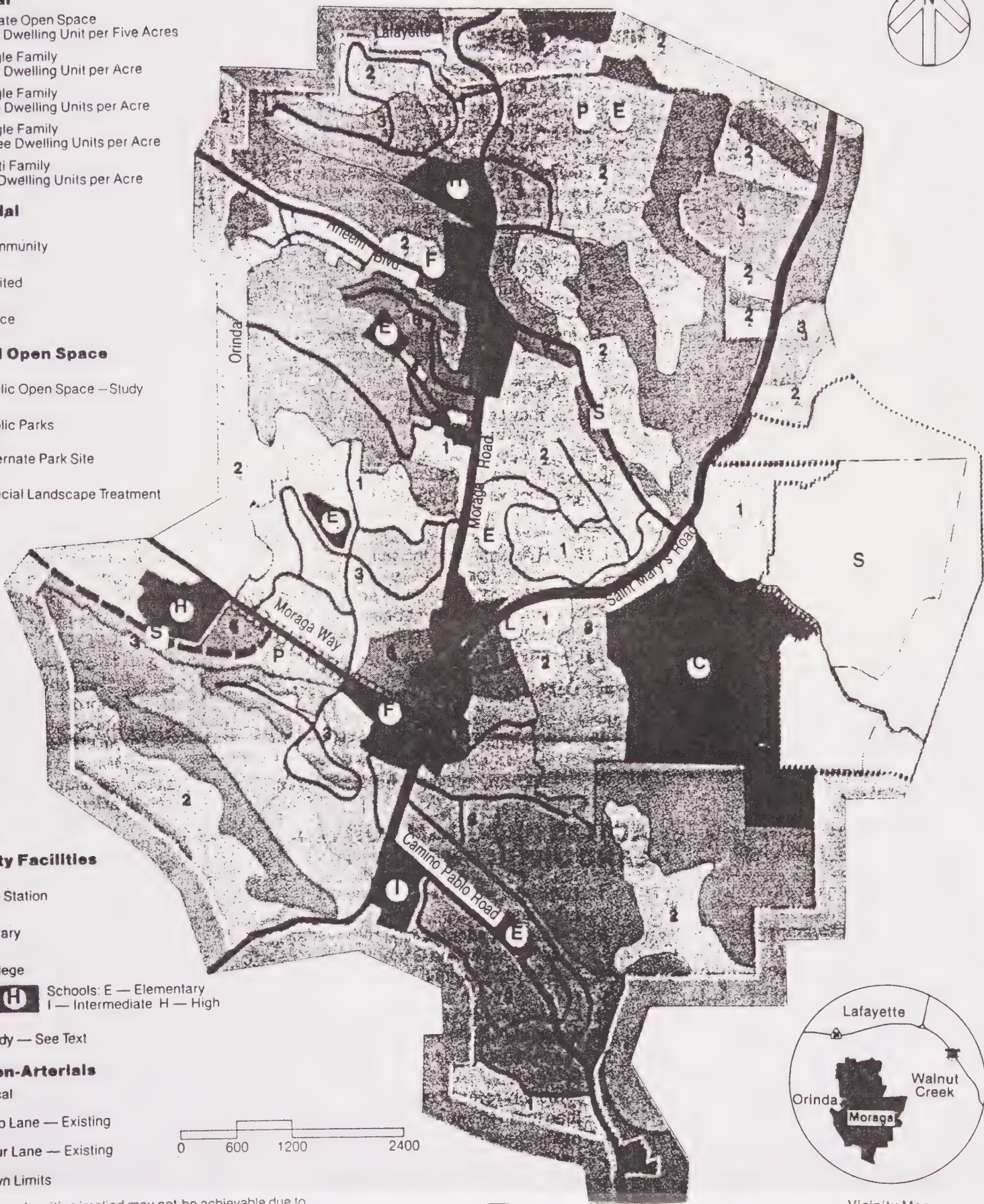
- (F) Fire Station
- (L) Library
- (C) College
- (E I H) Schools: E — Elementary I — Intermediate H — High
- (S) Study — See Text

### Circulation-Arterials

- Local
- Two Lane — Existing
- Four Lane — Existing
- Town Limits

**Note:** Gross densities implied may not be achievable due to environmental constraints and site development standards.

0 600 1200 2400



Vicinity Map  
Moraga, California

# Town of Moraga

Adopted by Planning Commission May 1978

The correct designation for  
St. Mary's Road is a two-lane arterial

MAP 1



# General Plan

Adopted by Town Council March 1979



July 6, 11, 1979

MORAGA GENERAL PLAN





however, that multi-family densities may be increased up to 30 percent through a planned development zoning process if the additional units provide housing opportunities to "citizens of limited means" (80 percent of the median local income). The upper density limits of moderate income projects is eight units per net acre. Low density apartments or condominiums are allowed on properties adjacent to the City's commercial center near the intersections of Moraga Way, Moraga Road, and St. Mary's Road. The only other locations for multiple family housing are along Rheem Boulevard and along Ascot Drive. The General Plan notes that the existing Ascot Drive multiples were approved prior to the City's incorporation in 1974, and were "one reason Moragans wanted to have control over future planning."

The two commercial areas in the City are designated for Community Commercial and Limited Commercial uses, with a requirement that all commercial development be "generously landscaped" with substantial setbacks. The only location in the City where offices are permitted is along Moraga Way near the City offices. Office buildings are limited to two stories or 35 feet.

Several ridgeline areas within the City are designated on the 1979 General Plan map as Public Open Space-Study. Two of the largest study areas north and south of Rheem Boulevard were amended in 1983 to allow the construction of approximately 110 homes (the Northwood North and South developments), at an average density of one unit per four acres. The other Public Open Space-Study designations in the General Plan apply to the ridgelines southwest of the Moraga Country Club Estates; the ridgelines west of St. Mary's Road; and the hills that separate St. Mary's College from the Saunders Ranch subdivision now under construction in the southern portion of the City.

The General Plan states that areas depicted as Public Open Space-Study may be approved for low density development in accordance with density transfer policies "based upon a detailed site analysis as part of negotiations to acquire the land as public open space." The status of the Public Open Space-Study areas, as well as some lands designated as Private Open Space, has been modified by Measure A, an initiative approved by the voters in April, 1986. Measure A repealed the General Plan Amendments allowing construction of the two Northwood housing projects. The measure also limits development to one home per five acres in Open Space areas and to one home per 20 acres on steep hillsides or properties with unstable soils.

There are two other areas in the City that are designated for further study on the General Plan map. A large area on the eastern edge of Moraga along Bollinger Canyon Road is to be studied in conjunction with the City of Lafayette and the County (see the discussion in the following section). In addition, the 1979 General Plan map showed a study area along the proposed alignments of Gateway Boulevard, a circular parkway at one time planned to link Highway 24 through Orinda, Moraga, and Lafayette. However, in 1981 the plan was amended to delete all references to the Gateway and Brookside connections. In recent months, the City has reiterated its opposition to any new arterial in the Gateway Valley.





## **Discussion of Other Relevant Plans or Ordinances**

(none)

## **Consistency of Plans in the Sphere**

The Sphere of Influence adopted for Moraga is contiguous with the City's corporate limits. Consequently, there are no unincorporated lands within the Sphere.

The General Plan map for the City includes land use designations for an area slightly larger than the City limits, extending into Lafayette, Orinda, and County lands to the south and east. Although the City is concerned about the traffic impacts of developments approved in the two adjoining cities, Moraga is also concerned about access to any further residential projects along Bollinger Canyon Road, part of which is in the unincorporated County. The 1979 General Plan designated a large study area on the east side of the City, including County properties.

A specific goal included in the plan states that further building on lands served by Bollinger Canyon Road will be discouraged until a joint study with Lafayette and the County is completed. In particular, an alternate access route off St. Mary's Road should be investigated before any additional residential development is approved in the hilly, unstable valley. The joint planning study between the two cities and the County has recently been reactivated as of this writing.

## **Consistency of Plans Within the City**

There are major inconsistencies between the land uses depicted on the City and County General Plans within Moraga. The County map shows most properties designated as Single Family Residential - Low Density (1 to 3 units per net acre) or Medium Density (3 to 5 units per net acre); allowing higher density overall than the City plan. The County does not indicate any open space areas along the City's ridgelines, except in the extreme eastern and southern portion of the incorporated area.

The multiple family category used by the County allows significantly higher densities (7 to 12 units per net acre) than the City's multiple category (a maximum of 8 units per acre). The County plan designates more properties for apartment construction than the City near the commercial areas at Rheem Boulevard and Moraga Road. Additionally, the County map shows a larger expanse of commercial and office uses in the two shopping districts than the City plan.



## CITY OF ORINDA

### Status of General Plan Elements

Land Use Element  
Circulation Element  
Open Space Element  
Housing Element  
Conservation Element  
Safety Element  
Noise Element  
Parks Element  
Schools Element



All elements contained in the draft  
General Plan (July, 1986).

### Redevelopment Plans

(none)

### General Plan Land Use Categories

<u>Orinda</u> <u>(Draft General Plan, 1986)</u>		<u>Contra Costa County</u> <u>(Orinda Area)</u>	
RESIDENTIAL			
	<u>Units/</u> <u>Net Acre</u>		<u>Units/</u> <u>Net Acre</u>
Single Family:		Single Family:	
Very Low Density	(5-10 acres per unit)	Low Density	(1-3)
Low Density	(1-2)		
Multiple Family:	(6-10)	Multiple Family:	(7-12)
COMMERCIAL			
Community Business		Commercial	
OFFICE			
Business and Professional Offices		Limited Offices	
INDUSTRIAL			
(none)		(none)	
PUBLIC RELATED			
Public and Semi-Public		Public and Semi-Public	





## General Plan Land Use Categories (continued)

Orinda  
(Draft General Plan, 1986)

Contra Costa County  
(Orinda Area)

### OPEN SPACE

Open Space  
Parks and Recreation  
Utility

General Open Space

### AGRICULTURE

(none)

(none)

## Discussion of Plans

The City of Orinda was incorporated in July, 1985. Land use policies were previously found in the Orinda Area General Plan, adopted by the County in 1973. The new City government has recently published a document containing draft General Plan policies with accompanying land use maps. As of this writing, the draft plan has not yet been formally adopted.

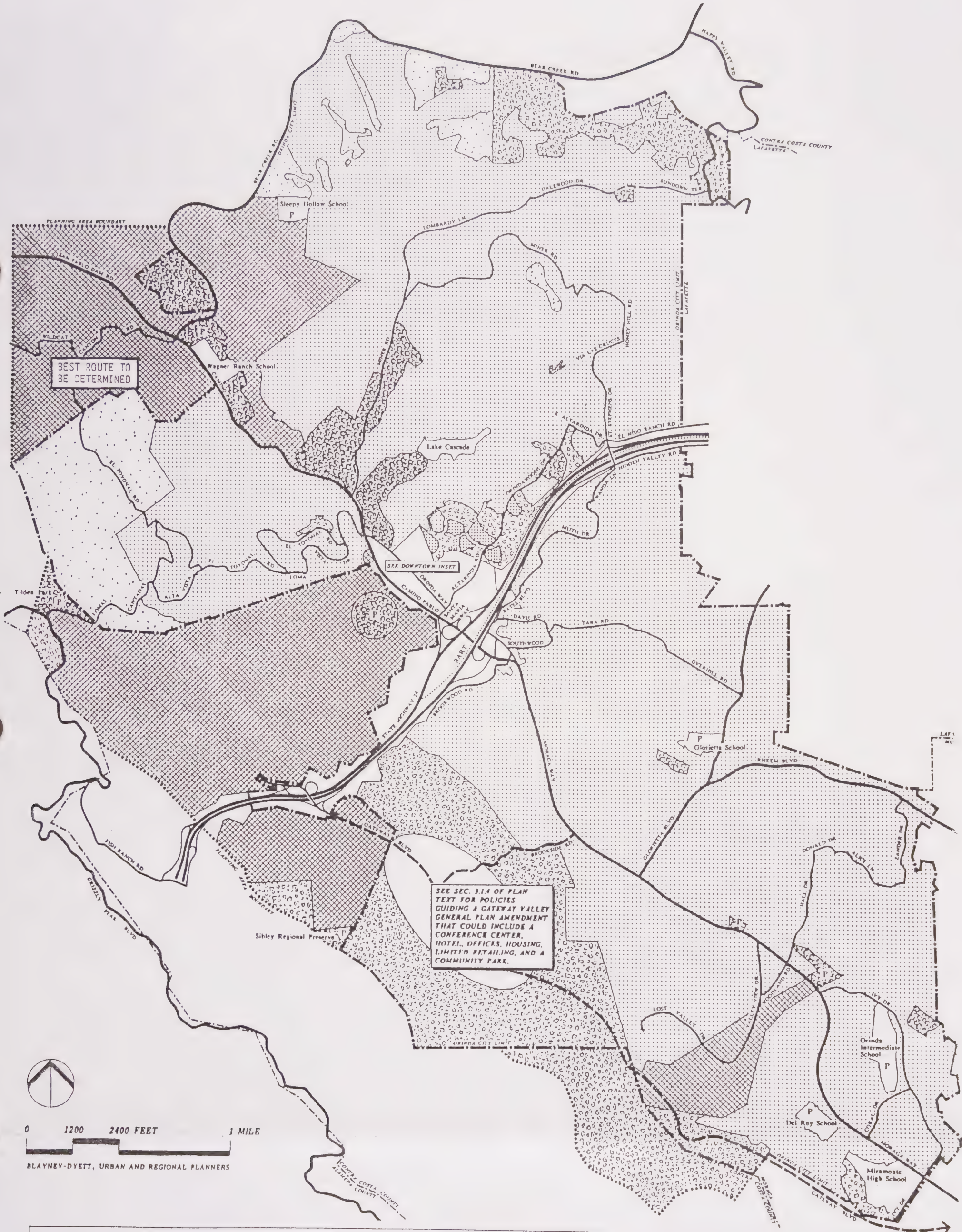
The proposed Orinda General Plan (Volume 1: Plan Policies, draft, July, 1986) depicts a planning area that includes unincorporated lands in the Siesta Valley, in a portion of the Gateway Valley, and near the unincorporated community of Canyon. Almost all residential properties are designated for low densities (1 to 2 acres per net acre), with lower densities required as the slope increases. The Single Family - Very Low Density category requires a minimum lot size of 5 to 10 acres, and is applied to the El Toyonal Road area and properties off Bear Creek Road (see Map 1).

The draft Orinda General Plan shows a multiple family designation on the existing Senior Village and Brookwood Road developments. The only other locations planned for apartments or condominiums, at an allowable density of 6 to 10 units per net acre, are on the eastern half of the Santa Maria Church, on properties further east along Altarinda Road, and in the Gateway Valley. If the Pine Grove School property off Altarinda Road is sold to a private developer, the plan states that the site would be appropriate for a park, multiple family housing, or offices, following adoption of a General Plan Amendment.

The Gateway Valley, Orinda's "last frontier" of undeveloped lands to the west, is to be the subject of a Specific Plan Study. The draft General Plan text states that any proposed development shall include, to the extent feasible, a mixture of several uses. Favored uses include a quality conference center/hotel complex, limited office and retail development, condominium housing, and a possible community park. Four-fifths of the Gateway area is to remain in open space and the former quarry is to be cosmetically graded and planted.







# CITY OF ORINDA

## Figure 1: GENERAL PLAN MAP I





The Housing Element contained in the draft General Plan anticipates that 200 additional residential units could be approved by 1990 under the new policies. The Specific Plan for the Gateway Valley could include several hundred units, some of which would be multi-family units.

In the downtown shopping district, the proposed land use policies favor retail stores and services needed frequently by City residents by limiting office development in retail areas. The plan does not envision any expansion of the land area designated for commercial or office uses, but does propose certain roadway and intersection improvements (see Map 2). In the Orinda Village shopping area north of Highway 24, the plan calls for the construction of a private street with public access allowed, along the San Pablo Creek channel.

In terms of circulation improvements, the draft Orinda General Plan advocates the completion of the Gateway Boulevard as a two-lane arterial connecting the Highway 24 interchange with Moraga Way in Moraga. The plan states that such an arterial would remove one third of the peak hour commuter traffic off Moraga Way in Orinda. The plan also calls for the reconnection of El Toyonal Road through the Sullivan Ranch property to Wildcat Canyon Road on an alignment "that results in the least environmental disruption." Camino Pablo is recommended for upgrading into a new two-lane parkway between Bear Creek and Miner Roads, to bypass the existing road.

### **Discussion of other Relevant Plans or Ordinances**

The draft Orinda General Plan states that the North Orinda Specific Plan, adopted by the County in 1973, shall remain in effect. The specific plan, although not a part of the County's General Plan, was intended to implement and provide development guidelines for the previously adopted Orinda Area General Plan. The North Orinda area includes a 1,500 acre portion of the City north of Highway 24 and Camino Pablo, and south of Bear Creek Road. The plan contains numerous design standards which seek to minimize impacts on the hilly topography, save ridgelines from inappropriate development, and insure that the narrow, winding roads in the area are not overburdened.

Numerous implementing ordinances to carry out the policies in the draft Orinda General Plan are recommended. These ordinances, to be adopted after the General Plan is approved, include: requiring developer fees to finance roadway improvements or transportation management programs; establishing zoning in the downtown district to require retail businesses or services on the ground floor of new buildings; establishing design guidelines in the downtown; setting dedication and in-lieu parkland fees for new subdivisions; allowing second units to be constructed in single family residential neighborhoods; and requiring that a certain portion of the units in approved multi-family developments be affordable to low and moderate income households.

### **Consistency of Plans in the Sphere**

Since the City of Orinda was incorporated in July, 1985, the Contra Costa Local Agency Formation Commission (LAFCO) has formally adopted a Sphere of Influence for the new city, which is contiguous with the corporate limits.

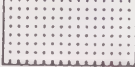
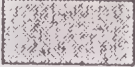








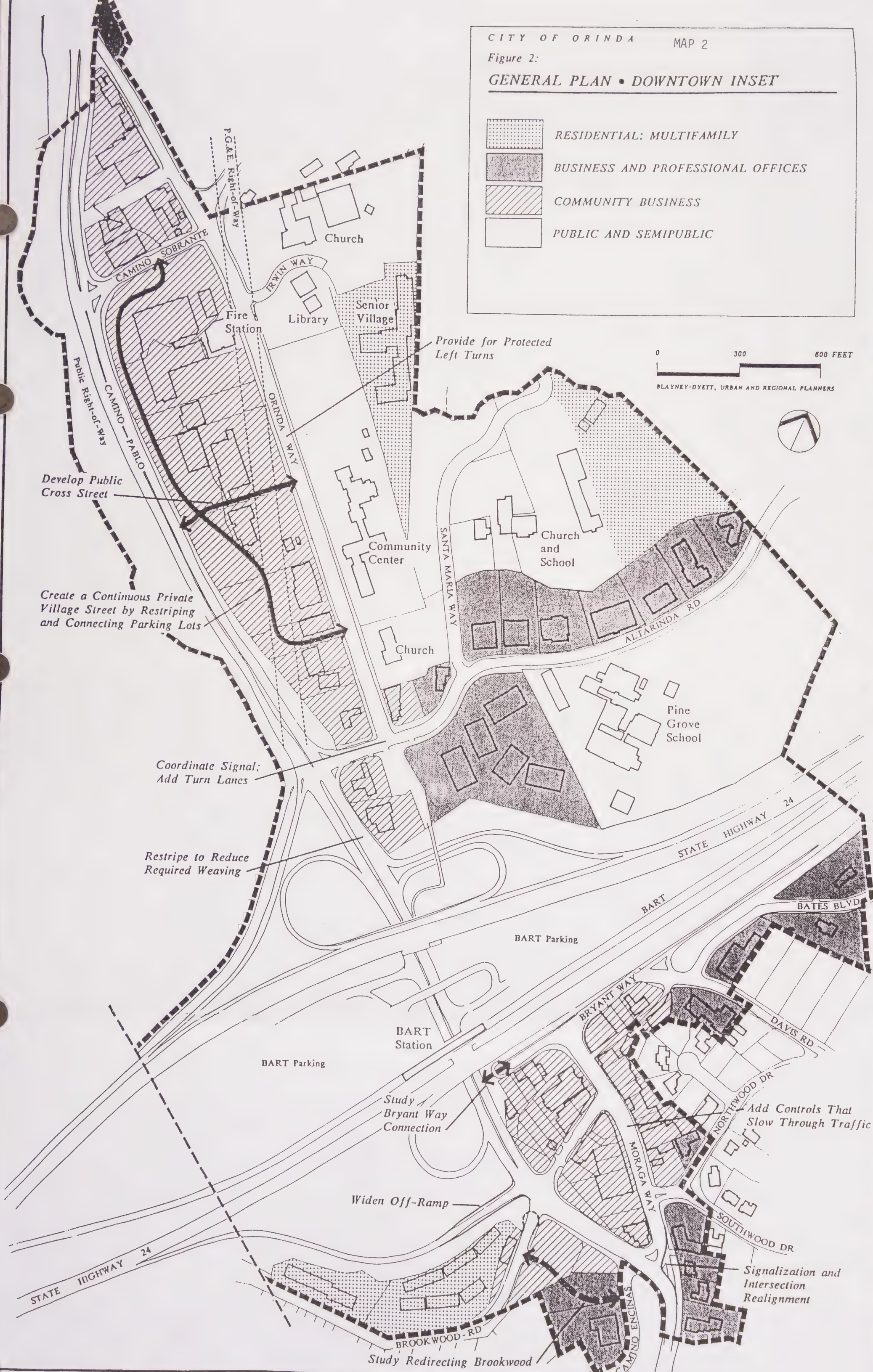
Figure 2:

## GENERAL PLAN • DOWNTOWN INSET

-  RESIDENTIAL: MULTIFAMILY  
 BUSINESS AND PROFESSIONAL OFFICES  
 COMMUNITY BUSINESS  
 PUBLIC AND SEMIPUBLIC

0 300 600 FEET

BLAYNEY-DYETT, URBAN AND REGIONAL PLANNERS









Although the Sphere boundary does not include lands outside the city, the draft Orinda General Plan includes land use designation and policies for several areas of adjacent unincorporated properties. The plan map designates all watershed properties owned by the East Bay Municipal Utility District (EBMUD) north and south of Highway 24 as Utility. The plan locates a public park on EBMUD lands off Camino Pablo near the Orinda Village commercial center (see Map 1). In addition, the proposed Gateway Boulevard alignment passes through unincorporated EBMUD lands south of the already constructed freeway interchange.

These City designations are not inconsistent with the 1973 County General Plan, which proposes a community park on the EBMUD watershed near Orinda Village (see Map 3). The County plan also delineates a Study Area that takes in all of the Gateway Valley. Suggested uses to be studied during preparation of a Specific Plan for the area, according to the 1973 plan text, were similar to the City's proposed uses: research, office, institutional, and residential activities.

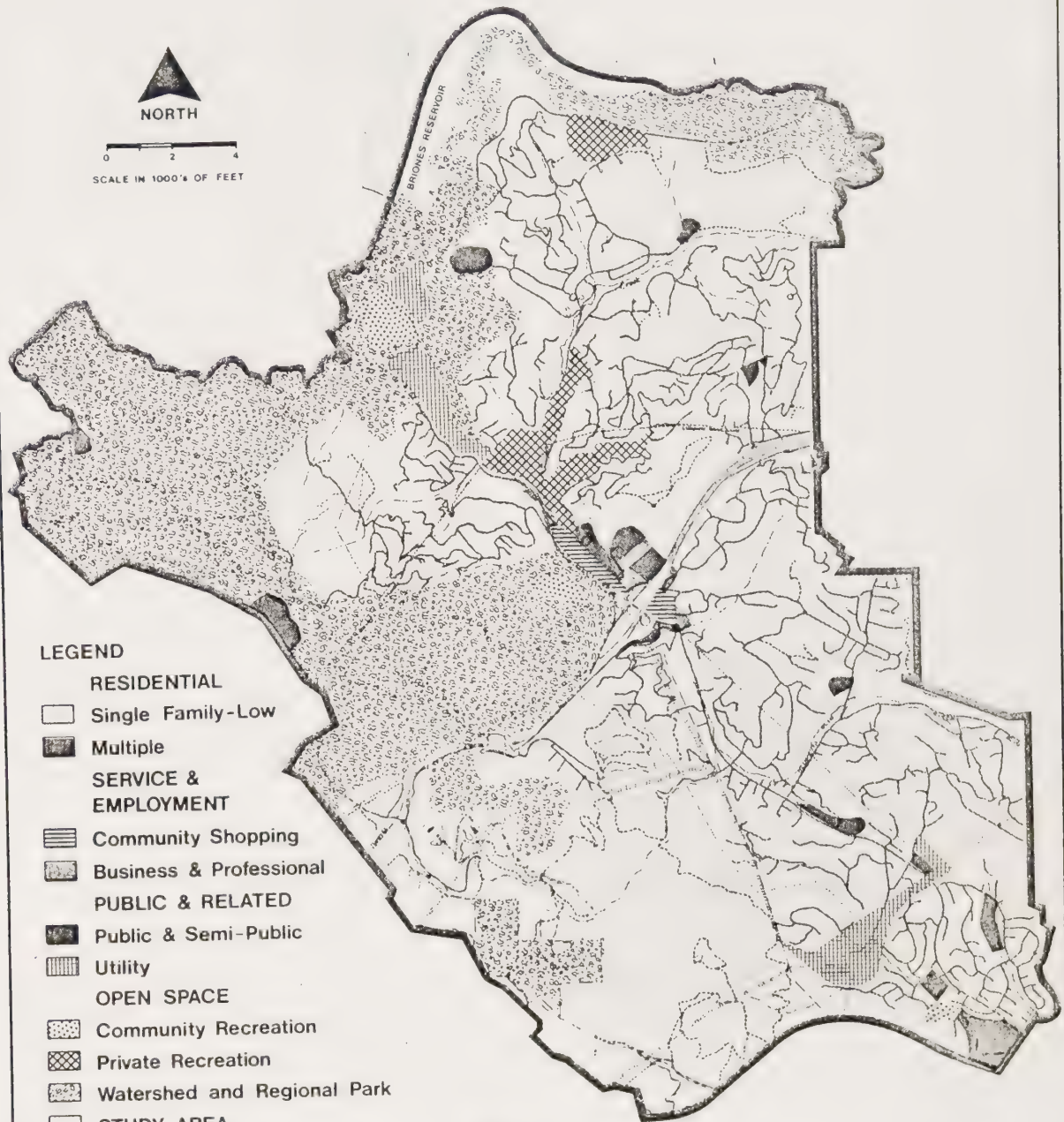
### **Consistency of Plans Within the City**

Because Orinda has been largely built out under the County General Plan, there are few major differences between the 1973 Orinda Area General Plan and the draft City General Plan maps. Both plans designate almost all residential properties in the City for low density development. In the southern part of Orinda, the City map indicates Open Space behind Miramonte High School, while the County plan allowed residences, with an Open Space area connected west of the school.

For the downtown area, the two plans are very similar in terms of the properties that are designated for Community Business, and Business and Professional Offices. Along Orindawoods Drive, the City plan reflects the developed condominium and common open space uses, while the County map does not. One half of the Wagner School site is planned for Parks and Recreation, as is a portion of the EBMUD filter plant property adjacent to the school. The County designates these lands as Public and Semi-Public, and Utility, respectively.

The biggest change in the draft Orinda General Plan is for the undeveloped lands along El Toyonal Road. The original County map designated all of the hilly lots for low density development (1 to 3 units per net acre), while the City plans the back half of the Sullivan Ranch property for Very Low Density Residential (5 to 10 acres per unit), and the remainder for Low Density housing (1 to 2 units per net acre).





#### LEGEND

- RESIDENTIAL
  - Single Family-Low
  - Multiple
- SERVICE & EMPLOYMENT
  - Community Shopping
  - Business & Professional
- PUBLIC & RELATED
  - Public & Semi-Public
  - Utility
- OPEN SPACE
  - Community Recreation
  - Private Recreation
  - Watershed and Regional Park
- STUDY AREA

MAP 3

## ORINDA PLANNING AREA

### LAND USE PLAN

Contra Costa County, California

CONTRA COSTA COUNTY PLANNING DEPARTMENT  
JANUARY 1973





VI. SAN RAMON VALLEY CITIES

Danville  
San Ramon





## SUMMARY

The San Ramon Valley, consisting of the unincorporated community of Alamo and the Cities of Danville and San Ramon, has experienced a dynamic rate of growth since the 1970's. Except for the recession years of 1981-1983, housing construction in the valley has averaged over 1,000 units per year. In addition, major new office centers have been established in the Bishop Ranch Business Park (unincorporated San Ramon) and along Crow Canyon Road in the City of San Ramon. ABAG estimates that the population of the San Ramon Valley will increase by more than 30 percent over the next two decades, to over 100,000 residents in the year 2005. During the same 20-year period, the number of job opportunities in the Valley is expected to almost triple, from the current employment base of 20,000 workers. More than one half of the job growth is attributed to Bishop Ranch, which is expected to employ 28,000 workers at buildout.

Much of the San Ramon Valley has developed under County jurisdiction. After Danville and San Ramon were incorporated in 1982 and 1983, respectively, the new cities adopted the existing County General Plan until revised plans could be prepared. Danville is now in the process of completing a new General Plan, which is not expected to significantly deviate from the County plan for the area. The City of San Ramon is in the process of adopting a new General Plan at the time of this writing; in contrast to Danville, the San Ramon plan includes major changes to development policies in the unincorporated areas west of the City and in the Dougherty Valley. Any General Plan differences in the Sphere of Influence areas along Camino Tassajara (near the extension of Crow Canyon Road) are expected to be reconciled between the County and the two cities, as new development proposals are reviewed jointly.



## TOWN OF DANVILLE

### Status of General Plan Elements

Land Use Element	The Danville portion of the
Circulation Element	County's 1977 San Ramon Valley
(All other state-mandated	Area General Plan was adopted by
elements)	the City after incorporation in
Sycamore Valley Specific Plan	1982. Several General Plan Amend-
	ments have been adopted since then.
	A revised General Plan is now being
	prepared.
Housing Element	Adopted in 1986.
Downtown Master Plan	A draft downtown plan is pending
	before the City Council.

### Redevelopment Plans

Danville Redevelopment Plan	A new plan is currently undergoing
	environmental review.

### General Plan Land Use Categories

<u>Danville</u>		<u>Contra Costa County</u> <u>(San Ramon Valley)</u>
RESIDENTIAL		
	<u>Units/ Net Acre</u>	<u>Units/ Net Acre</u>
Single Family:		Single Family:
Country Estate	(1 ac. min.)	Country Estate (1 ac. min.)
Low Density	(1-3)	Low Density (1-3)
Medium Density	(3-5)	Medium Density (3-5)
High Density	(4-7)	High Density (4-7)
Multiple Family:		Multiple Family:
Very Low Density	(4-7)	Very Low Density (4-7)
Low Density	(7-12)	Low Density (7-12)
Medium Density	(13-21)	Medium Density (13-21)





## General Plan Land Use Categories (continued)

<u>Danville</u>		<u>Contra Costa County (San Ramon Valley)</u>
	COMMERCIAL	
Commercial Specialized Commercial		Commercial Specialized Commercial
	OFFICE	
Administrative Office Limited Office		Administrative Office Limited Office
	INDUSTRIAL	
Controlled Manufacturing		Controlled Manufacturing
	PUBLIC RELATED	
Public and Semi-Public		Public and Semi-Public
	OPEN SPACE	
General Open Space Parks and Recreation		General Open Space Parks and Recreation
	AGRICULTURE	
Agricultural Preserve		Agricultural Preserve

## Discussion of Plans

The County plan for the Danville area was adopted by the City Council soon after incorporation of the City in 1982. The City adopted the County's land use map from the San Ramon Valley Area General Plan (1977), as well as relevant policy language contained in the text. Since then, the plan has been amended several times to accommodate individual development projects. In the Sycamore Valley along Camino Tassajara Road, the City adopted the County's Sycamore Valley Specific Plan (1981).

Danville planning staff are currently in the process of preparing an updated General Plan. The program began in Fall, 1985 with the formation of a General Plan citizens committee and is expected to conclude by the end of 1986. The





format of the new General Plan is expected to take the form of written goals and policy statements, with a matrix provided to cross reference the policies to the eight state-mandated plan elements. No major changes in land uses on the General Plan map are anticipated during the plan revision process, although two new land use categories (Rural Residential and Single/Multiple Family Residential) will be added.

The existing City General Plan designates a majority of lands for low density residential uses, which reflects the development of the area for relatively affluent, large lot homes. The downtown shopping area is designated Commercial along Danville Boulevard, with an area of Specialized Commercial set aside on The Livery shopping center site (see Map 1). Only one half dozen small areas between Danville Boulevard and I-680 have been designated for Limited Office uses, including the El Cerro General Plan Amendment (1986) area which houses the new City Hall building. The only part of the City that is planned for Administrative Offices, with a minimum lot size of five acres, is near Fostoria Way (see discussion at the end of this section).

Major issues that have been addressed in the draft General Plan policies formulated by the citizens committee include the conversion of residential properties to commercial uses, and limiting office uses in retail districts. Additional draft policies state the intent to exclude regional scale shopping centers from the City and prohibit incompatible business uses in residential neighborhoods. Another proposed policy seeks to preserve the limited number of areas planned for multiple family apartments (primarily along San Ramon Valley Boulevard) by discouraging General Plan Amendments and rezonings of such areas to offices or other uses. Several amendments to allow office development were received after the City's incorporation in 1982.

Only one area in the City is planned for Controlled Manufacturing activities: properties between Fostoria Way and Crow Canyon Road, west of El Capitan Drive. This area includes the already completed Crow Canyon Executive Park office development.

The recently adopted Housing Element for Danville (1986) notes that the area has sustained a moderate amount of growth since the U.S. Census taken in 1980, although development of vacant lands in the City (primarily in the Sycamore Valley) could increase the local population significantly over the next decade. Over the last five years approximately 800 to 1,000 housing units have been built, while the City granted approval for the construction of another 1,000 units between December, 1983 and mid-1985. More recently, approximately 1,500 units have been given tentative approval in the Sycamore Valley. Assuming that the household size of the average Danville family will not change drastically in the future, the 2,500 approved units could result in a population increase of approximately 7,500 residents, compared to an estimated City population in January, 1986 of 28,100.

A traffic study completed by JHK and Associates in 1984 estimated that Danville's existing General Plan and zoning designations would permit the City to add approximately 7,200 housing units within its current boundaries, an increase of 70% over the existing housing stock. One-fifth of the new units,





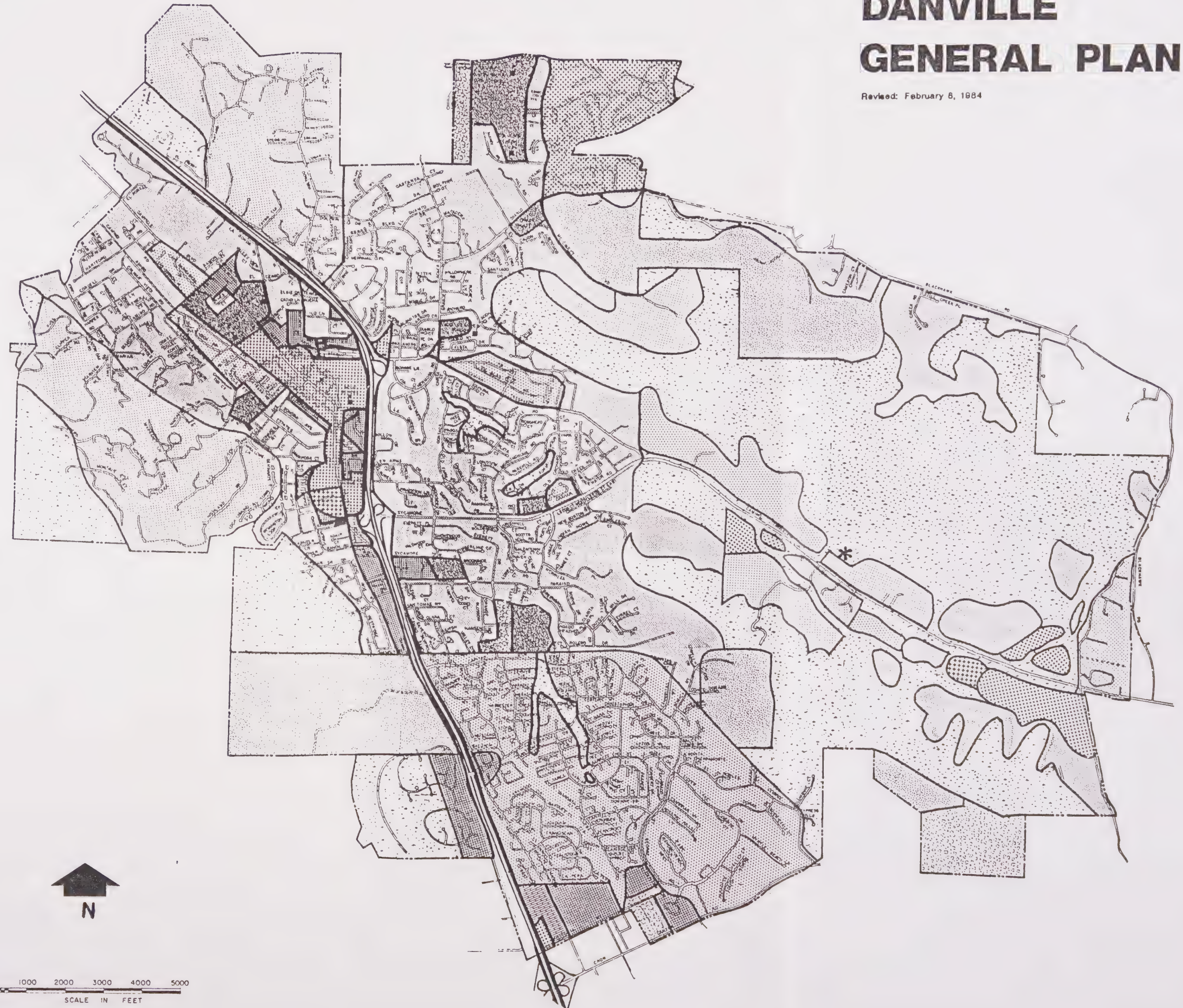
# DANVILLE GENERAL PLAN

Revised: February 8, 1984



## LEGEND

RESIDENTIAL		UNITS/NET ACRE
	COUNTRY ESTATES	1 ACRE LOT MIN.
	SINGLE FAMILY LOW DENSITY	1-3
	SINGLE FAMILY MED. DENSITY	3-5
	SINGLE FAMILY HIGH DENSITY	4-7
	MULTIPLE FAMILY VERY LOW DENSITY	4-7
	MULTIPLE FAMILY LOW DENSITY	7-12
	MULTIPLE FAMILY MED. DENSITY	13-21
	COMMERCIAL	
	SPECIALIZED COMMERCIAL	
	ADMINISTRATIVE OFFICE	
	LIMITED OFFICE	
	OFFICE / SERVICE COMMERCIAL	
	CONTROLLED MANUFACTURING	
	PUBLIC & SEMI-PUBLIC	
	GENERAL OPEN SPACE	
	AGRICULTURAL PRESERVE	
	PARKS & RECREATION	
	PROPOSED SCHOOL SITE	
	MUNICIPAL BOUNDARY	







however, would be attributed to multiple family housing construction, a significant change from the less than 10% of the City's housing stock that currently consists of attached housing (apartments or condominiums). In contrast, the Association of Bay Area Governments projects that the population in the Danville Sphere of Influence area, which includes the developing unincorporated properties of Edmonston Ranch and Dougherty Road, will grow from approximately 32,000 residents in 1985 to 43,300 residents in the year 2005, an increase of 35%.

In terms of planned residential development, the land use designation in Danville's existing General Plan reflect the low density suburban neighborhoods in the area, while providing for similar densities in the developing Sycamore Valley. The Sycamore Valley Specific Plan, prepared by the County and adopted by the City after incorporation, allows the construction of approximately 1,850 homes in the 2,500 acre valley (see Map 2). A school site has been designated in the plan, locations for a museum commemorating the original homesteaders of the valley and private equestrian facilities have been set aside, and Camino Tassajara Road is planned as a four lane divided parkway. Although the original Circulation Element map in the 1977 San Ramon Valley Area General Plan proposed a new arterial road extending from Sycamore Valley Road over Short Ridge to connect with Blackhawk Road, neither the County's Sycamore Valley Specific Plan nor the existing Danville General Plan included the proposal. However, the new draft General Plan will include the proposed arterial.

Individual development plans have been submitted by the several different builders who own land in Sycamore Valley, and approximately 1,500 homes have received tentative or final subdivision map approval from the City (see Map 3 and Table 1). Home builders in the area include Shapell Industries, Olympia Properties, Ponderosa Homes, Davidon Homes, and Far West Development Company.

Immediately east of the Sycamore Valley Specific Plan area is the Blackhawk development of luxury estates, and several residential projects are currently pending approval before the County in the Dougherty Road and Hansen Lane General Plan Amendment areas (see discussion below). North of the Sycamore Valley, two other large parcels of land are proposed for development. The former Rassier Ranch property is controlled by Warmington Homes, which has applied for subdivision approval of 224 single family homes (see Map 3). The Magee property (also known as Hemme Hills) is proposed for 400 homes, although development cannot take place until the agricultural preserve contract has been cancelled.

On the west side of the City, some vacant parcels designated for low density or country estate housing could be developed, although slopes and unstable soils would dictate the siting of homes. One of the last remaining vacant properties in the hills west of San Ramon Valley Boulevard, the Danville Ranch, was approved for development by the County prior to the Danville's incorporation. Braddock and Logan is currently constructing 350 units of single family duet housing on the site (see Map 3). North of the Braddock and Logan project, the 200 acre Elworthy property within the city limits is currently designated Agricultural Preserve since it is under a Williamson Act contract. If the contract is cancelled sometime in the future and the General Plan is amended, a portion of this property could be developed.

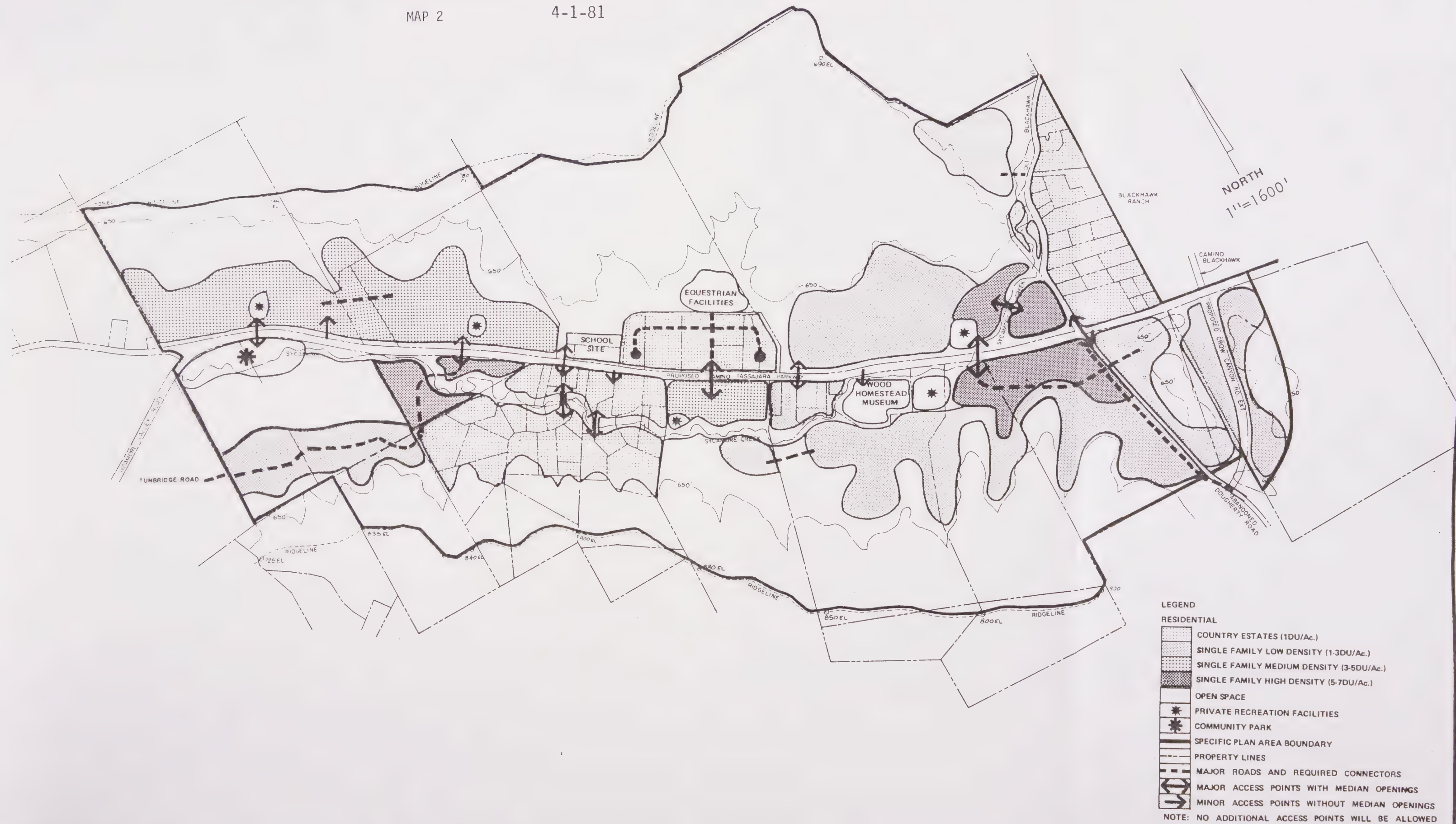




# Sycamore Valley Specific Plan

MAP 2

4-1-81







S  
20



NORTH  
1" = 3846'

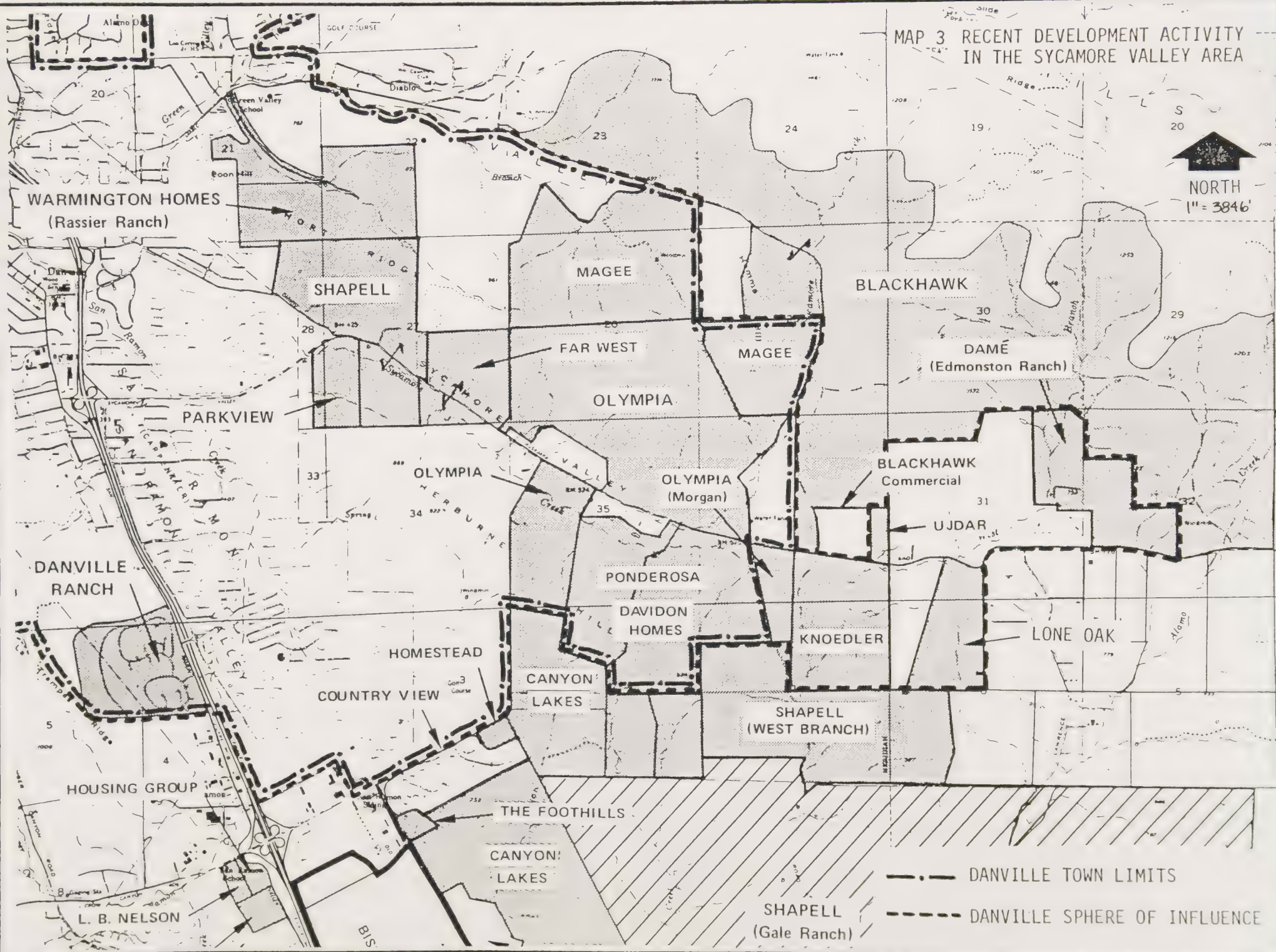






TABLE 1

RECENTLY APPROVED RESIDENTIAL  
PROJECTS IN THE DANVILLE AREA

-----

## Sycamore Valley:

Shapell/Diablo Highlands (322 acres) (202-100-016)	389 units 174 SF 215 SF-patio homes	Tentative map approved in 1985.
Parkview (63 ac.)	43 units 43 SF	Tentative map approved.
Far West Devmt.(Anderson Ranch) (137 ac.)	210 units 110 SF 100 TH	Tentative map approved in 1985. Two final maps filed in 2/86.
Signature Properties (northern Wood Ranch-618 ac.)	330 units 193 SF 137 SF-patio	Tentative map approved in 1985.
Signature Properties (Meadow Creek)	171 units 171 SF	Under construction.
Ponderosa Homes (southern Wood Ranch-38ac.)	148 units 148 SF	Tentative map approved in 1985. Final map filed.
Davidon Homes (southern Wood Ranch-497 ac.)	281 units 281 SF	Under construction.
Rassier Ranch/Warmington Homes (308 ac.)	224 units 109 SF 115 SF-patio	Pending before the City Council.
K. Ma/Thiesen Gagen (Magee property: Hemme Hills-590 ac.)	396 units 278 SF 118 SF-patio	Will have to reapply for ag cancellation. EIR being prepared.
Braddock & Logan/ Danville Ranch (150 ac.)	217 units 37 SF 180 SF-patio	Approx. half built.
Flanagan/Danville Knolls (26 ac.)	63 units 63 SF	
Total	2,472 units 1,607 SF 765 SF-patio 100 TH	

Source: Town of Danville; Contra Costa County  
Community Development Dept.

Note: Status as of November, 1986





In addition to the Sycamore Valley Specific Plan, a plan has recently been adopted for the Fostoria Way area in south Danville. The Fostoria Way Specific Plan proposes mixed use development of the 67 acre area in two distinct phases (see Map 4). In the first phase, an existing 18 acre walnut orchard adjacent to I-680 would remain in agricultural use, while the remainder of the site would be developed in residential and commercial uses. During the second phase, the orchard would also convert to mixed use. At buildout, the plan allows the development of a 200 room motel/hotel on the freeway frontage road; 300,000 square feet of service commercial or retail space; approximately 135 multiple family apartment units; and 95 single family homes buffering the existing neighborhood to the north.

A major issue during the review of the proposed plan was whether Camino Ramon would be extended south through the project site to join Hilscher Way, thereby providing direct access between Danville and Crow Canyon Road in the City of San Ramon. Bowing to pressure from nearby homeowners who feared their neighborhood would be adversely impacted by through traffic, the City deleted the Camino Ramon connection from the Specific Plan which was adopted in 1986.

A recent consultant study, the Downtown Master Plan (Wurster, Bernardi and Emmons, Inc., August, 1985), examined the impacts of various proposals to add between 230,000 and 780,000 square feet of commercial floor area to the existing downtown, which consists of about 750,000 square feet of space. The plan assumes that the Charlotte Wood School site, currently in educational use, would eventually convert to commercial activities. The existing City General Plan already designates the school site as Commercial. The downtown plan is currently pending before the City Council. When it is adopted, it will become a part of the Danville General Plan.

The City Council has recently (spring, 1986) adopted a preliminary redevelopment plan for the downtown area. The plan does not deviate substantially from the existing General Plan designations and retains a two-story height limit for new buildings. The plan anticipates that tax increment revenues will accrue to the City from future development of approximately 150,000 square feet of commercial space adjacent to the abandoned Southern Pacific right of way and another 150,000 square feet on the 12-acre Charlotte Wood School site. Revenues would be used to extend Railroad Avenue and to build parking structures in the downtown.

### **Discussion of Other Relevant Plans or Ordinances**

The City adopted a Hillside/Ridge Ordinance in 1985, which establishes controls over the siting and development of structures in order to minimize the impacts upon views.

### **Consistency of Plans in the Sphere Areas**

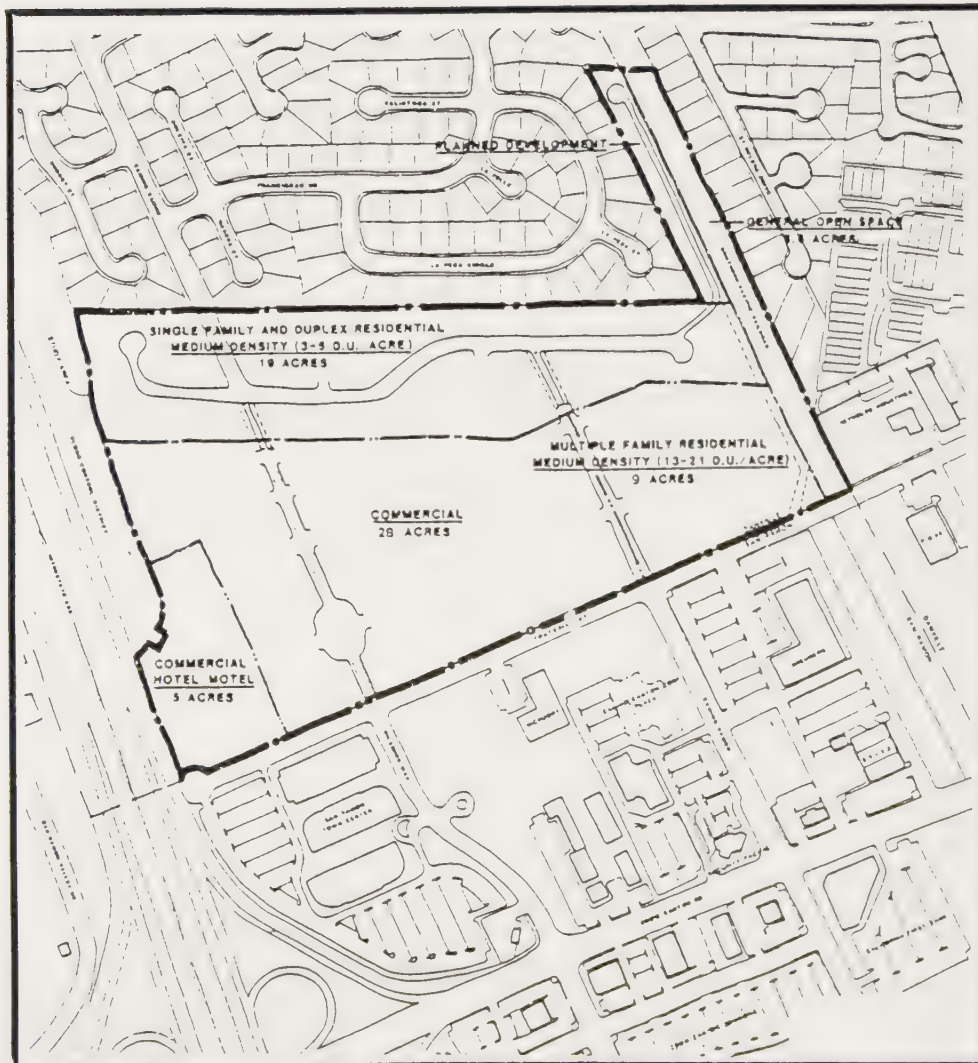
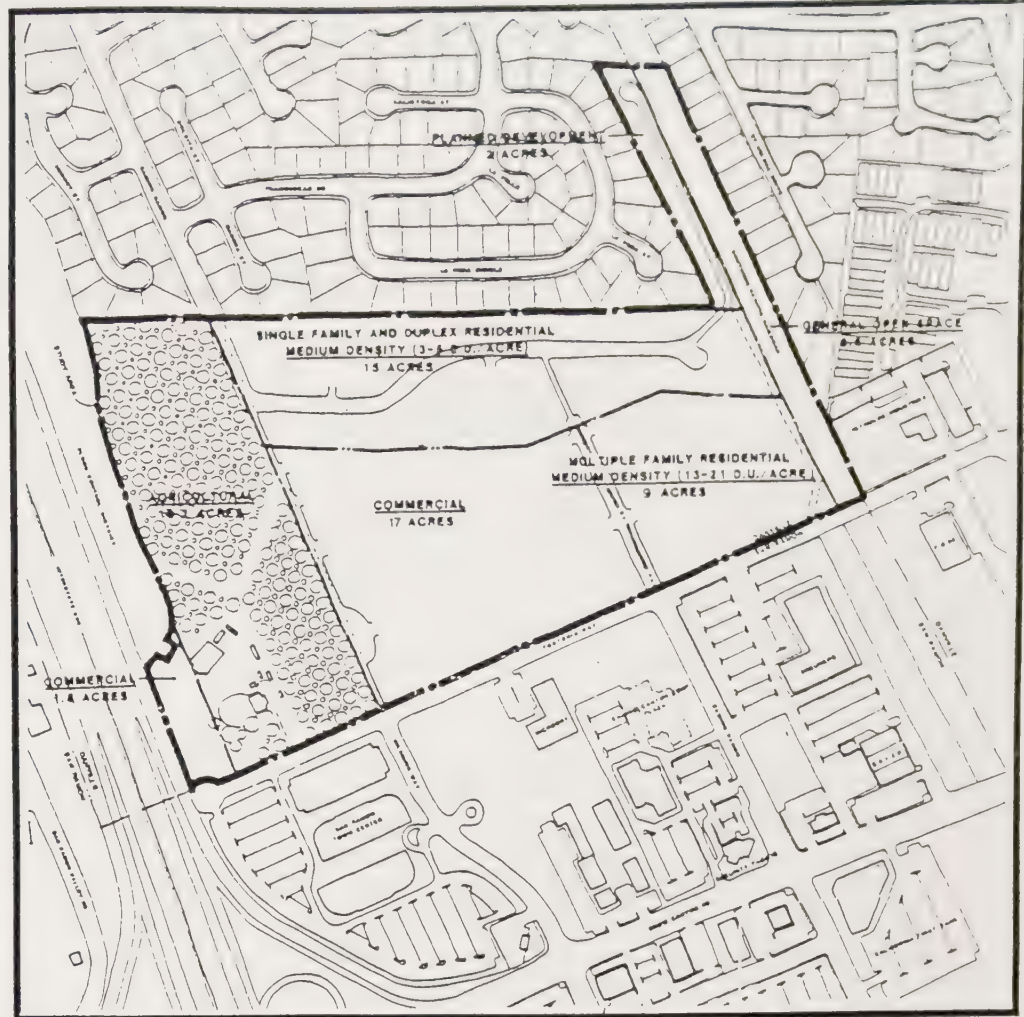
The Sphere of Influence for Danville includes unincorporated lands on the west side of the City, most of which are owned by the East Bay Regional Park District (Las Trampas). The Sphere on the east side includes unincorporated properties



# MAP 4

## FOSTORIA WAY SPECIAL STUDY AREA CITY OF DANVILLE

### PREFERRED PLAN PHASE I



NORTH  
SCALE: 1"=650'

### PREFERRED PLAN PHASE II





along Camino Tassajara Road. Because Danville has not yet adopted a General Plan that designates land uses outside of the City limits, there is no inconsistency with County plans.

In the eastern Sphere area, the County is now processing development proposals in the Dougherty Road and Hansen Lane General Amendment areas adjacent to Blackhawk (see Map 3 and Table 2). The Dougherty Road area includes lands owned by Olympia Properties, Diablo Ventures West (Knoedler), Live Oak Associates, and smaller parcels not currently proposed for development. The General Plan Amendment adopted by the County for the area in 1985 allows construction of approximately 1,500 single family homes, as well as over 10 acres of commercial uses. Danville is jointly reviewing development proposals by the three developers with the County. The City has indicated an intent to eventually annex the properties.

The Danville Sphere does not include any lands within the Blackhawk development of estate homes. To the west of the planned Blackhawk commercial area (near the intersection of Camino Tassajara and Crow Canyon Road) lies the 20 acre Ujdar and 325 acre Bettencourt properties (refer back to Map 3). Ujdar (Ygnacio Homes) has applied for a General Plan Amendment to allow construction of approximately 125 homes. The Bettencourt property is in a Williamson Act contract, although Braddock and Logan have recently filed for non-renewal of the contract and have requested a General Plan Amendment study by the County.

West of the Bettencourt agricultural preserve, the portion of the former Edmonston Ranch north of Camino Tassajara has been acquired by a local developer. The Hansen Lane General Plan Amendment adopted by the County in 1984 will allow residential development adjacent to the last building phase of Blackhawk homes. Dame Construction Company has proposed to construct 480 homes on the site, which is pending at the time of this writing. Danville has also expressed an interest in annexing the Edmonston Ranch property, as well as the Bettencourt and other intervening parcels.

### **Consistency of Plans in the City**

The County and City General Plan designations within the Danville corporate limits are essentially the same, except in small areas where amendments have been adopted by the City since 1982. Most of these amendment areas have already been discussed.





TABLE 2

PENDING PROJECTS IN  
THE TASSAJARA AREA  
(DANVILLE SPHERE)

-----

Dougherty Road General Plan Amendment:		GPA approved in 1985. Three projects pending.
Diablo Ventures West/ Tassajara Partnership ("Tassajara Ranch") (3012-86 DP, 2666 RZ) (206-010-007,008)	851 units 172 SF 199 SF-zero lot 480 TH	Plans submitted, pending.
Ghilmetti/Olympia Props. (Morgan property) (2651 RZ) (206-010-004,005)	265 units 201 SF-zero 64 TH	Plans submitted, pending.
Live Oak Associates/Bloch ("Vista Tassajara") (3018-86 DP, 2669 RZ) (206-020-046)	210 units 135 SF 75 SF-patio	Plans submitted, pending.
Hewitt property (206-020-058)	54 units	No proposal.
Carletti, Conroy, Haskins properties		No proposals.
Hansen Lane General Plan Amendment (Edmonston Ranch):		GPA approved in 1984. Dame project submitted.
Dame Construction/Corrie (Shadow Creek) (3010-86 DP, 2665 RZ) (220-090-001; 220-070-002,004)	479 units 284 SF 86 SF-duplexes 7 SF-estates 102 TH	Plans submitted, pending.
Ujdur/Ygnacio Homes (203-050-044)	125 units	General Plan Amendment request pending.
Total:	1,984 units 1,338 SF 646 TH	

Source: Contra Costa County Community Development Dept.

Note: Status as of November, 1986.



## CITY OF SAN RAMON

### Status of General Plan Elements

Land Use Element Circulation Element (All other state-mandated elements)	The San Ramon portion of the County's 1977 San Ramon Valley Area General Plan was adopted by the City when it incorporated in 1983. A draft General Plan (August, 1986) is now pending.
---	--

### Redevelopment Plans

Crow Canyon Redevelopment Area Alcosta Redevelopment Area	A preliminary plan for the two project areas has been adopted.
--	---

### General Plan Land Use Categories

San Ramon  
(Draft General Plan, 1986)

Contra Costa County  
(San Ramon Valley)

#### RESIDENTIAL

	<u>Units/ Net Acre</u>		<u>Units/ Net Acre</u>
Single Family:		Single Family:	
Ranchettes	(5 acre min.)	Country Estates	(1 acre min.)
Low Density	(0.2-3)	Low Density	(1-3)
Low Medium Density	(3-6)	Medium Density	(3-5)
		High Density	(4-7)
Multiple Family:		Multiple Family:	
Medium Density	(6-14)	Very Low Density	(4-7)
Medium High Density	(14-22)	Low Density	(7-12)
High Density	(22-30)	Medium Density	(13-21)

#### COMMERCIAL

Retail Shopping  
 Thoroughfare Commercial  
 Commercial Services

Commercial

#### OFFICE

Office

Administrative Office  
 Limited Office





## General Plan Land Use Categories (continued)

San Ramon  
(Draft General Plan, 1986)

Contra Costa County  
(San Ramon Valley)

### INDUSTRIAL

Manufacturing and Warehousing

Controlled Manufacturing

### PUBLIC RELATED

Public and Semi-Public

Public and Semi-Public

### OPEN SPACE

Open Space  
Parks

General Open Space  
Parks and Recreation

### AGRICULTURE

(none)

Agriculture Preserve

## Discussion of Plans

The City of San Ramon was incorporated on July 1, 1983. The City adopted the portion of the County's 1977 San Ramon Valley Area General Plan that corresponded with the City boundaries, until a new plan could be prepared. The 1983 General Plan map depicted land use designations only for the incorporated area, but included a "Planning Area Study" boundary that extended from Las Trampas Regional Park and the Danville City limits on the north, to the Alameda County line on the west and south, and Dougherty Road on the east. At the time of this writing, the City is preparing to adopt a new 1986 General Plan (see discussion below).

The residential areas of San Ramon are primarily designated in the existing 1983 plan for medium and high density single family homes (3 to 7 units per net acre). Areas of multiple family apartments and condominiums are concentrated along San Ramon Valley Boulevard, between Crow Canyon and Bollinger Canyon Roads, and are also scattered throughout the southern portion of the City (see Map 1).

Major shopping centers are located near the Crow Canyon Road/I-680 interchange, as well as near Alcosta Boulevard at Montevideo Drive and at Village Parkway. Office development is concentrated along Crow Canyon Road, Deerwood Drive, and Camino Ramon. Less intensive service commercial and light industrial uses exist along the Crow Canyon Road and San Ramon Valley Boulevard









# EXISTING SAN RAMON GENERAL PLAN, 1983

MAP 1




Figure 1

## LEGEND

### SINGLE FAMILY RESIDENTIAL

-  Country Estates
-  Low Density
-  Medium Density
-  High Density





### MULTIPLE FAMILY RESIDENTIAL

-  Very Low Density
-  N/A Low Density
-  Medium Density

### SERVICE AND EMPLOYMENT

-  Commercial
-  Administrative Office
-  Limited Office
-  Planned Office
-  Controlled Manufacturing
-  Public & Semi-Public



### OPEN SPACE

-  Parks & Recreation
-  General Open Space
-  Agriculture Preserve
-  Special Concern

### CIRCULATION

-  Freeway
-  Existing Major Roads
-  Proposed Roads

### BOUNDARIES

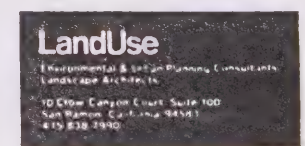
-  Limits of Planning Area Study
-  San Ramon City Limits

#### NOTES:

1. Contour intervals are shown at 200 feet.
2. All information depicted within San Ramon City Limits was provided by Contra Costa County Planning Department

General Plan as adopted by the City of San Ramon City Council July 19, 1983. Resolutions 21-83 and 22-83

Mayor: Diane Schinnerer  
Council Members: Jerry Ajlouny  
Wayne Bennett  
Richard Harmon  
Mary Lou Oliver







intersection, which is designated for general commercial activities on the plan. This area constitutes the City's downtown shopping district.

The major employment-generating uses in the San Ramon area are the office buildings along Crow Canyon Road and in the Bishop Ranch Business Park, which is immediately outside the City limits in unincorporated Contra Costa County. Bishop Ranch, and other areas within the City, are designated by the existing General Plan for Controlled Manufacturing, a category which allows non-polluting light industrial uses. The other locations designated for Controlled Manufacturing include the properties west of Old Crow Canyon Road and the Downtown Plan area, the eastern end of Crow Canyon Road near Alcosta Boulevard, and the former Eastman Kodak manufacturing site near the Alameda County line.

A "Special Concern Area" is designated on the existing San Ramon General Plan, bounded by Alcosta Boulevard, the Alameda County border, and Dougherty Road. The Lower Dougherty Hills, as this area is called, is within a Special Studies Zone established by the State for seismic investigations. The County's plan, which was adopted by the City, states that any major development should be approved through the Planned Unit Development process, with the goal of creating an integrated low density community that is compatible with the natural features of the area. A Ponderosa Homes proposal to build several hundred units in the area is currently pending before the City.

The City of San Ramon is in the process of adopting a new General Plan. The draft General Plan considers a planning area that extends eastward into the Dougherty Valley encompassing the Gale Ranch area, and westward along Crow Canyon, Bollinger Canyon, and Norris Canyon Roads to the Alameda County line (see Map 2).

There are two large areas within the San Ramon planning boundaries that could develop in the future: the hills west of San Ramon Valley Boulevard and portions of the Dougherty Valley. The draft General Plan would allow approximately 2,600 housing units on the west side, and 1,790 homes in the Dougherty Valley.

The draft plan includes several new roadways that are not a part of the existing San Ramon General Plan (see Map 3). An extension of Deerwood Drive would bisect the downtown area and a new freeway overpass would connect Fostoria Way with San Ramon Valley Boulevard (see discussion in the following section). Bollinger Canyon road is planned to extend eastward through the Canyon Lakes development to intersect with Dougherty Road. Two new roads are also proposed on the Westside. One road would parallel San Ramon Valley Boulevard between Montevideo Drive and the Alameda County line. The second road would be a local collector that would service residential pockets that are planned in the hills.

Improvements to existing or already programmed roadways that would be required under the draft plan include: Crow Canyon and Bollinger Canyon Roads (4 lanes east of Alcosta Boulevard); Old Ranch Road (2 lanes); and Dougherty Road



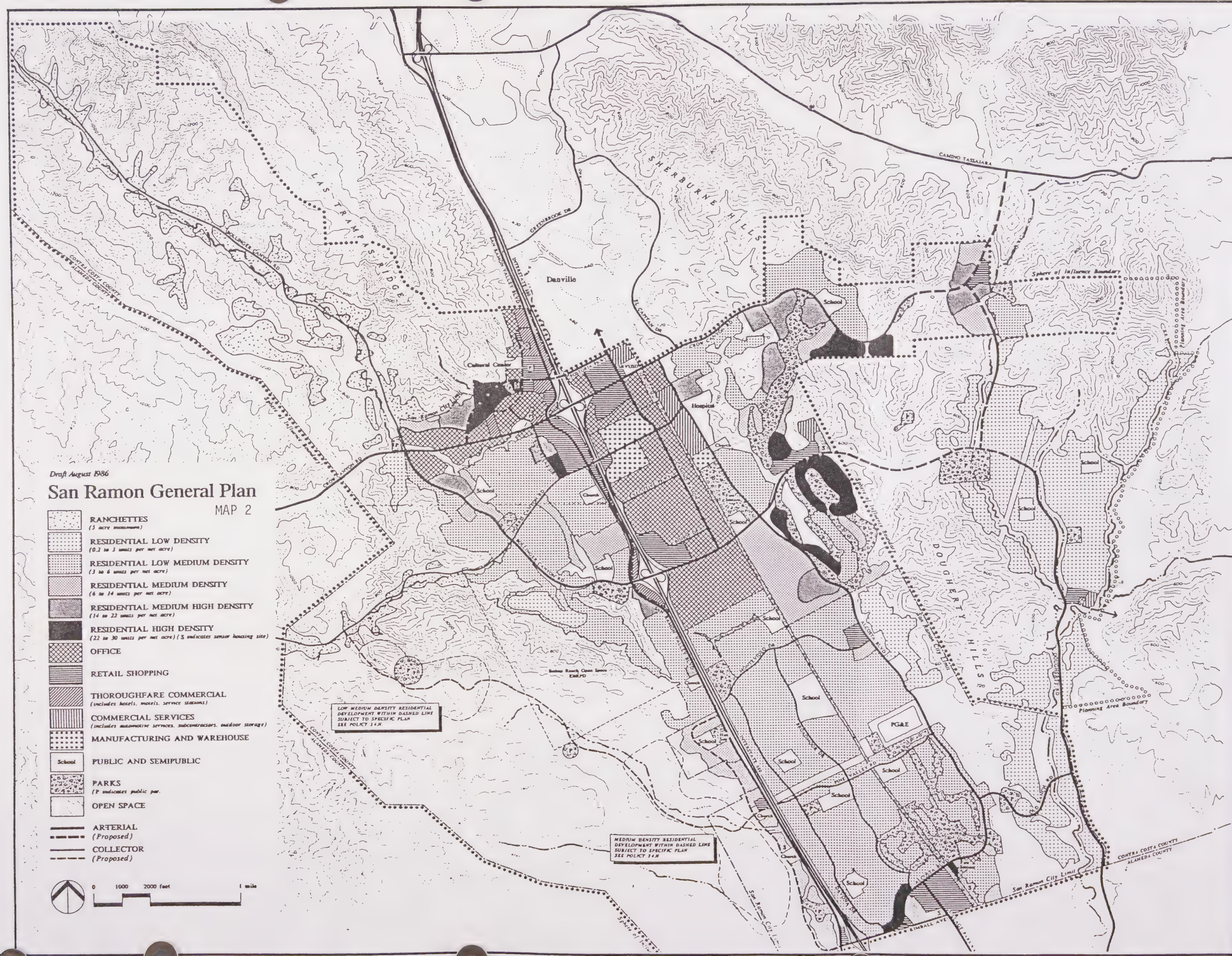
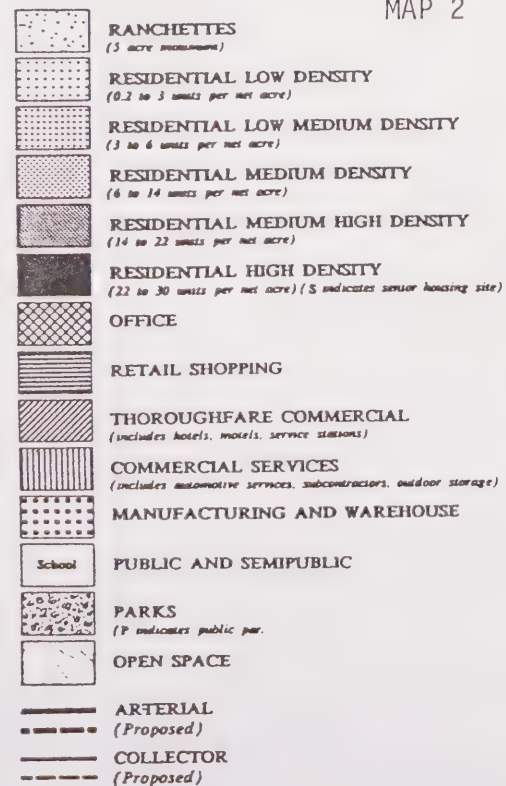




Draft August 1986

# San Ramon General Plan

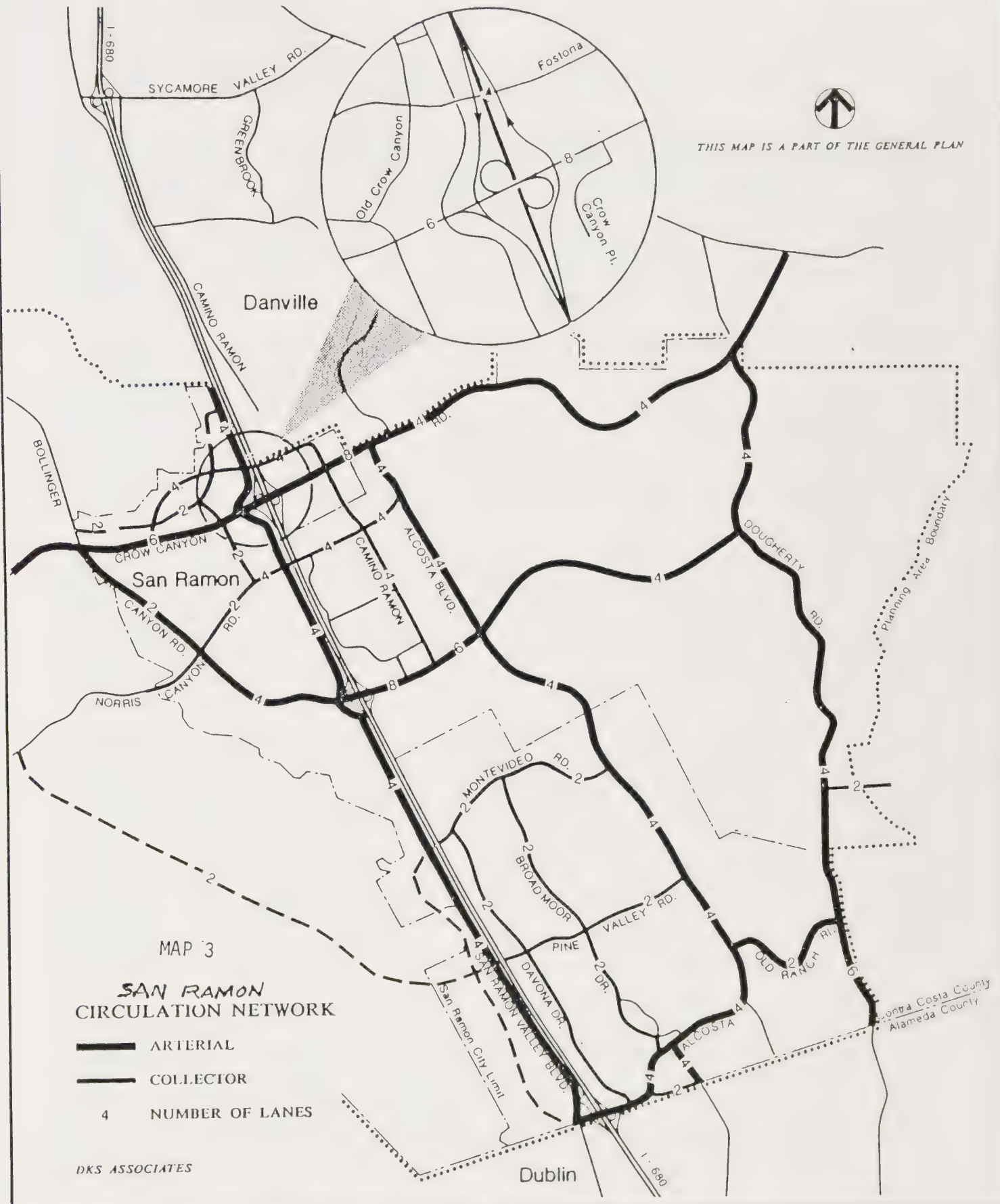
MAP 2













MAP 3  
**SAN RAMON  
CIRCULATION NETWORK**

-  ARTERIAL
-  COLLECTOR
- 4 NUMBER OF LANES

DKS ASSOCIATES



(4 lanes). Additional road capacity would be needed if Gumpert Ranch is developed (outside of San Ramon's planning area).

The draft General Plan projects a future population for the San Ramon area of 62,850 residents. This is contrasted with a 1985 population of approximately 27,300, with approvals already granted for residential projects which will boost the current population to 41,200 (see Table 1). Most of this increase in residential population is due to the large Canyon Lakes project (3,700 units), which is under construction in unincorporated Contra Costa County. At the time of this writing, applications to annex Canyon Lakes into the City in phases are pending before the Local Agency Formation Commission.

The number of residents in the San Ramon planning area is expected to increase by 21,700, or 53 percent under the proposed policies of the draft General Plan, while the number of jobs in the area will increase by 30 percent or approximately 10,000 positions beyond those existing and already approved in Bishop Ranch. As in the case of housing, there is a large discrepancy between the number of employees that currently work in the San Ramon area versus the number of future employees that will work in office, retail, and light industrial projects already approved but not yet constructed or occupied.

The Bishop Ranch Business Park has received approvals from the County totalling approximately 6 million square feet of offices and industrial space (equivalent to almost 22,000 jobs at buildout), with about 60 percent of that number of workers on the site at this time. At buildout, Bishop Ranch is anticipated to total 8.3 million square feet of space and employ 28,000 workers. In addition to Bishop Ranch, the City of San Ramon has approved some large office parks, such as Creekside, Deerwood, and Sunset Business Center, to be constructed in separate phases over a period of time.

The draft plan would increase the amount of office space in the planning area from approximately 7.9 million square feet (existing and approved projects) to 9.65 million square feet. New office space would be allowed to fill in along Crow Canyon Road and in Bishop Ranch (see Map 2). Service commercial and retail uses would nearly double in size, from the current inventory of approximately 1.4 million square feet to a range of 2.6 million. Additional retail and service sites are proposed at the Bollinger Canyon Road/I-680 interchange (the hotel-retail complex proposed as part of Bishop Ranch Business Park); at Bollinger Canyon/Alcosta Boulevard (the recently approved Pacific Rim project); in the Canyon Lakes project; in the Dougherty Valley; and along San Ramon Valley Boulevard at Pine Valley Road and at the Alameda County line.

The City of San Ramon is concurrently reviewing a San Ramon Downtown Specific Plan (see Map 4). The draft plan adds most of the new commercial space planned for the downtown area along Crow Canyon Road and San Ramon Valley Boulevard. Redevelopment of existing service commercial uses to a more traditional pedestrian-oriented shopping district of approximately 700,000 square feet of retail shops is anticipated. Creating a strong retail base in downtown in order to establish the area as the focus of community identity is a major goal of the plan.





**TABLE 1**  
**EXISTING, APPROVED, AND PROPOSED**  
**GROWTH IN THE SAN RAMON AREA**

	<u>Population</u>	<u>Housing Units</u>	<u>Jobs</u>	<u>Ratio of Jobs to Employed Residents</u>
Existing (1985)	27,300	9,100 (65% Single Family)	10,600	0.73
Existing with Approved Projects	41,200	15,240 (55% Single Family)	34,900	1.50
Draft City General Plan	62,900	22,670 (61% Single Family)	45,300	1.39

Source: Calculated from the Draft San Ramon General Plan (August, 1986) and Work Paper 3 (Blayney-Dyett).

Notes: Includes a larger area than the current City of San Ramon.  
Numbers have been rounded off to the nearest 100.





MAP 4

# San Ramon Downtown Specific Plan



EDAW Inc.  
Angus MacDonald  
& Associates  
DKS Associates  
Wilsey & Ham

## LAND USE

<b>MDR</b> Medium Density Residential	<b>PS</b> Parking Structure
<b>MHDR</b> Med.-High Dens Residential	<b>R</b> Retail
<b>HDR</b> High Density Residential	<b>O</b> Office
<b>HDR (S)</b> Senior Housing	<b>NC</b> Non Office Commercial
<b>PF</b> Public Facility	<b>OS</b> Open Space
<b>H</b> Hotel	<b>P</b> Park





The Specific Plan calls for the creation of a main boulevard to bisect the downtown area, with all major land uses relating to this roadway. The new boulevard would be an extension of Deerwood Drive that would link the northern part of San Ramon Valley Boulevard with Bollinger Canyon Road (see Map 4).

The plan originally proposed office uses to be located in the hills north of Deerwood Drive, but was amended later to encourage housing in order to ameliorate traffic congestion. A primary focus of the plan is to construct a civic/cultural center on a visually prominent hillside. The center could include such activities as a theater, library, concert hall, or an amphitheater.

As part of the effort to create identifiable commercial centers for the City, two redevelopment projects are currently being prepared. A preliminary plan for the Crow Canyon and Alcosta Redevelopment Areas was adopted by the San Ramon Planning Commission in May, 1986. The boundary of the Crow Canyon area extends the length of Crow Canyon Road in the incorporated area, taking in 485 acres of commercial and vacant properties in the downtown area, excluding the Diablo Plaza and Crow Canyon Commons shopping centers. The Alcosta redevelopment area consists of 120 acres of land along the Alameda County border, including the Alcosta Mall Shopping Center and the former Eastman Kodak plant site.

### **Consistency of Plans in the Sphere Area**

The Sphere of Influence boundary adopted for the City by the Local Agency Formation Commission in 1984 extends from Las Trampas Regional Wilderness and the Town of Danville on the north to the Alameda County line on the west and south. On the east side, the Sphere area includes Bishop Ranch Business Park, the Canyon Lakes development, and the proposed West Branch housing project (see Map 5 and Table 2).

The draft San Ramon General Plan that is pending adoption includes some proposed policies in the Sphere area that significantly differ from the County's plan. The San Ramon plan allows development of the 2,600 acre Gale Ranch, owned by Shapell Industries. The draft plan shows low density residential uses on the buildable portions of the site, in the range of .2 to 3 units per net acre, which would allow 1,790 homes to be constructed (see Map 1). The plan also indicates the approximate locations of two schools, several parks, and a shopping center. The plan text makes reference to the potential for 1,000 residences on the Gumpert Ranch property, although this allocation is made only for purposes of transportation analysis. The Gumpert Ranch is outside the San Ramon planning area.

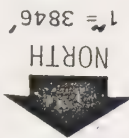
The existing County General Plan does not designate any portion of the Gale and Gumpert Ranches for development. These lands are shown as Agricultural Preserves in the County map, reflecting the Williamson Act contracts which are still active on both properties. A notice of contract non-renewal has been filed by the owners of the Gale Ranch, which means the Williamson Act contract will expire at the end of 1991. Similarly, the Gumpert Ranch contract will expire in 1991.






RECENT DEVELOPMENT ACTIVITY  
IN THE SAN RAMON AREA

MAP 5



--- SAN RAMON CITY LIMITS  
--- SAN RAMON SPHERE OF INFLUENCE

LEGEND

 Agricultural Preserve

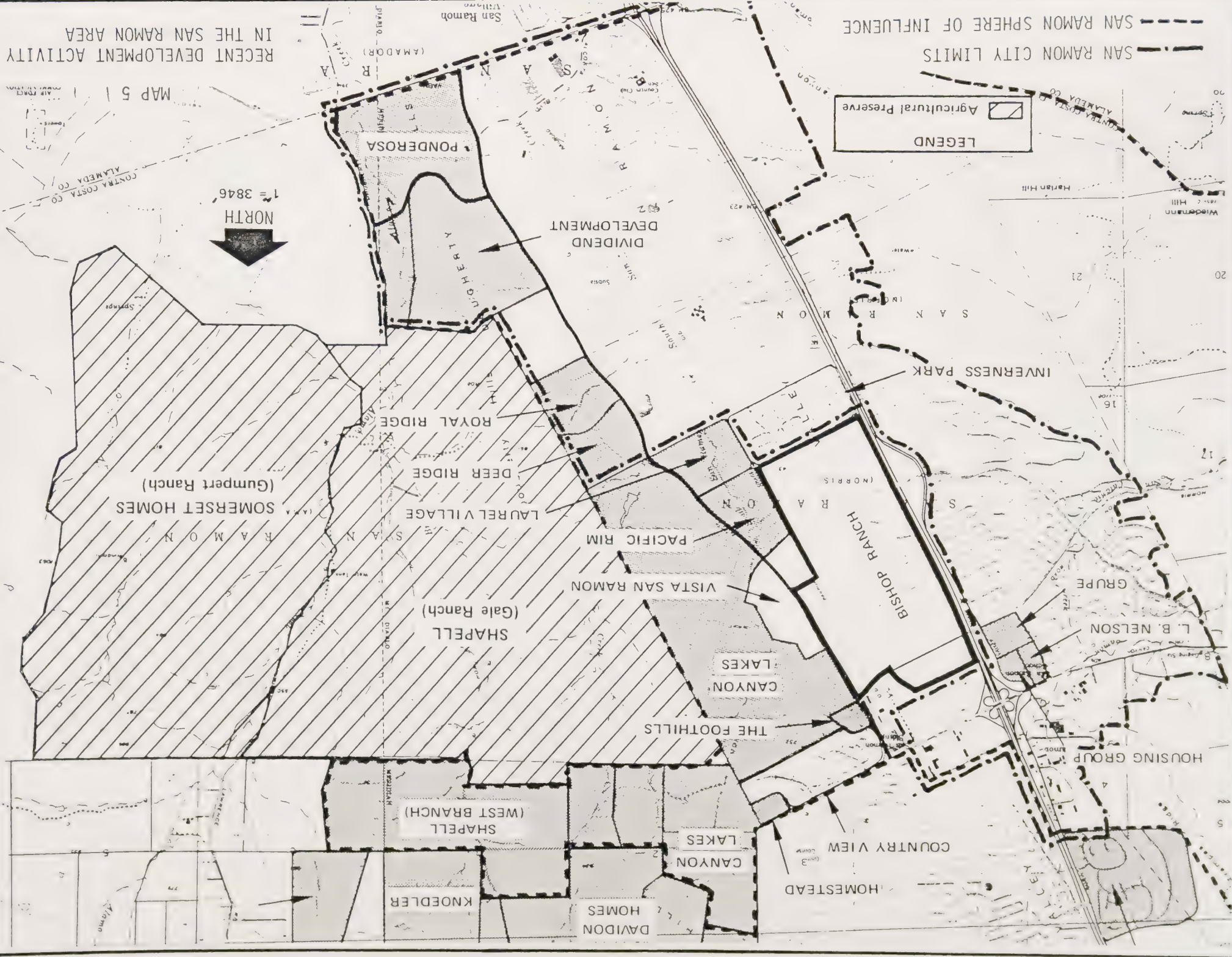






TABLE 2

RECENTLY COMPLETED, APPROVED,  
AND PLANNED PROJECTS IN THE  
SAN RAMON AREA

Project/Developer (Location)(Sub #) -----	Project Size and Type -----	Status -----
	In the County -----	
Blackhawk/Blackhawk Devmt. (several sub #'s)	2,300 units 2,155 SF 145 MF	Most SF lots have been sold to custom builders. Approx. 1,165 units are occupied.
Blackhawk commercial center (6586, 3009-85)	208,000 sq. ft. offices 96,000 sq. ft. specialty retail 51,000 sq. ft. convenience retail 34,000 sq. ft. restaurant 100,000 sq. ft. Behring Institute museum	(Approved 5/85)
Canyon Lakes/Blackhawk Dev. (6384-83, 6389, 6546-6548) (3041-83, 3048-85 DP; also 3021-86 pending to modify 3041-83)	3,684 units 459 SF (Single Family) 2,631 TH (Townhouses) or Condos 274 TH-retirement 320 APTS-retirement	Under construction. (Retirement/health complex consists of 274 TH, 320 APTS, & 120 beds)
(Note: A portion of the above project has been annexed into the City.)		
Pacific Rim/Oxford Northern (formerly Woodhill) (3061-85 DP)	496 units 496 APTS	General Plan Amendment approved 9/86. Part of a mixed use project.
Commercial component	134,100 sq. ft. retail/commercial 48,300 sq. ft. offices	
Ku'ka/Homestead Devmt. (6368-83)	170 units 170 TH	Under construction (grading only).
Laurel Village:	860 units total	
Shapell/Scarborough (6331, 3037-84 DP)	196 SF 248 SF-zero lot	Under construction.
Lincoln Properties/ Country Brook	416 APTS	Under construction.

(Note: A portion of the above project has  
been annexed into the City.)



TABLE 2 (con.)

Mountain West/Imperial Group (The Foothills) (6148-81)	186 units 7 SF 179 TH	80 units (phase I and II) under construction.
--	-----------------------------	--

Barratt Homes/ Vista San Ramon (5467, 5468)	161 units 161 SF	Completed in 1984.
---	---------------------	--------------------

Sub-total	7,857 units 3,226 SF 3,399 TH 1,232 APTS	
-----------	---	--

In San Ramon  
-----

Grupe Communities/Norris Cyn Inv.(Canyon Creeks) (6442-83,6401)	268 units 268 APTS	Completed.
---	-----------------------	------------

LB Nelson/Trans Global (Heritage Place) (6216-83)	106 units 106 TH	Under construction.
---	---------------------	---------------------

Housing Group/Royal Ridge (5902-84)	150 units 150 SF	Under construction.
---	---------------------	---------------------

Countryview Devmt./ Deer Ridge	125 units 125 SF	Under construction.
-----------------------------------	---------------------	---------------------

Shapell/Inverness Park (4820-78,5422,5520)	98 units 98 SF	Last phase of 349 unit project under construction.
---	-------------------	--

Lincoln Properties/Cedar Pointe (6339-83,3008-83)	248 units 248 APTS-condo	Under construction.
---	-----------------------------	---------------------

Sub-total	995 units 373 SF 106 TH 516 APTS	
-----------	---	--





TABLE 2 (con.)

San Ramon Sphere Area  
(in the County)  
-----

West Branch General  
Plan Amendment  
(north portion of  
Gale Ranch):

GPA approved in 1984.  
Shapell project submitted.

Shapell Industries  
(3008-86 DP)  
(206-040-005,  
217-060-001,006)

809 units      Plans submitted, pending.  
166 SF  
107 SF-patio homes  
155 TH  
141 TH-condos  
240 APTS

Commercial center

13 acres

Source: Contra Costa County Community Development Dept.

Note: Status as of November, 1986.





The draft San Ramon General Plan shows land uses within the West Branch (Shapell) and Canyon Lakes (Blackhawk) General Plan Amendment areas. The designations in West Branch are generally consistent with the amendment adopted by the County, although the "mixed use" area in the County plan is shown as retail and residential uses, and some multiple family designations east of the Crow Canyon Road extension shown on the County map are indicated as single family homes on the City map. For Canyon Lakes, land uses in the General Plan Amendment adopted by the County have become more specific as individual subdivision applications and development plans have been approved. The designations included in the City's draft plan are a relatively accurate depiction of County policy, except in the so-called "Area H" section of the development, where a retirement/health complex with life care units, retirement apartments, restaurants and a clubhouse are proposed, rather than the originally planned hotel/lodge/clubhouse activities.

In the Bishop Ranch Business Park, the draft plan depicts the existing office uses, as well as adding a Manufacturing and Warehousing designation which applies to the Toyota Motors property and the Beckmann Instruments research and development complex. The proposed 150,000 square feet of specialty retail, to accompany the already approved 450 room hotel, at the Bollinger Canyon Road/I-680 interchange is designated on the draft City plan as Retail Shopping.

A major discrepancy exists, however, between the County plan and the draft City plan designation of land within Bishop Ranch Business Park between Alcosta Boulevard and the abandoned Southern Pacific railroad right of way. The County plan designates the entire business park as Controlled Manufacturing, while the draft City map shows 30 vacant acres in the northeast portion of the park as Commercial Services, which does not allow principal offices. Additionally, other lands planned by the developer for offices along Alcosta Boulevard are designated for Manufacturing and Warehouse on the proposed City plan. The 18 acre park site shown on the County General Plan at the intersection of Bollinger Canyon Road and Alcosta Boulevard has been expanded on the City map northward to include an additional 15 acres of land within Bishop Ranch.

Southwest of the Bollinger Canyon Road/Alcosta Boulevard intersection the 55 acre Pacific Rim Development property is shown on the draft plan for medium density housing (6-14 units per acre). The County General Plan was recently amended for the site to allow 35 acres of Multiple Family Residential - Medium Density apartments, a shopping center, and a mixed use area. The developer plans to construct 496 apartment units on the property, at a density of approximately 20 units to the acre.

As discussed previously, the draft plan would allow the construction of single family homes in the rural valleys reached off Norris Canyon Road and Crow Canyon Road on the City's west side. Medium density housing is planned in the unincorporated hills immediately west of San Ramon Valley Boulevard (see Map 1). These sites are currently designated by the County as General Open Space or Agricultural Preserves. Elsewhere within the Sphere area, the draft plan shows some limited ranchette development (5 acre minimum lot size) along



the upper portions of Bollinger Canyon and Norris Canyon Roads, which is not consistent with the County plan.

In terms of transportation improvements the draft City plan shows the full extension of Bollinger Canyon Road eastward through Canyon Lakes to an intersection with Dougherty Road. In contrast, the County General Plan adopted in 1977 instead proposed a Bollinger Canyon extension that angles in a northeastern direction through Canyon Lakes to intersect with the Crow Canyon Road extension (see Map 6). The draft City plan also depicts a parallel road west of San Ramon Valley Boulevard which passes through some unincorporated land while the County plan shows a project-related road connecting Bollinger Canyon Road, south of Norris Canyon Road, to Montevideo Drive at I-680.

### **Consistency of Plans Within the City**

Because the City of San Ramon adopted the County plan when it was incorporated, there is no inconsistency between the two existing plans. However, the proposed San Ramon General Plan differs from the existing County plan within the City limits in two areas: the properties north of Deerwood Drive on the edge of the downtown and in the hills immediately west of San Ramon Valley Boulevard.

A major land use change proposed by the draft plan the redesignation of some lands north of Deerwood Drive from office use to housing, in order to mitigate the worsening traffic congestion along Crow Canyon Road. The County plan designates Administrative Offices in the area. In addition, the draft plan allows residential development at higher densities than the County plan on the properties west of San Ramon Valley Boulevard.





CONTRA COSTA COUNTY CIRCULATION PLAN  
FOR THE SAN RAMON VALLEY AREA

MAP 6

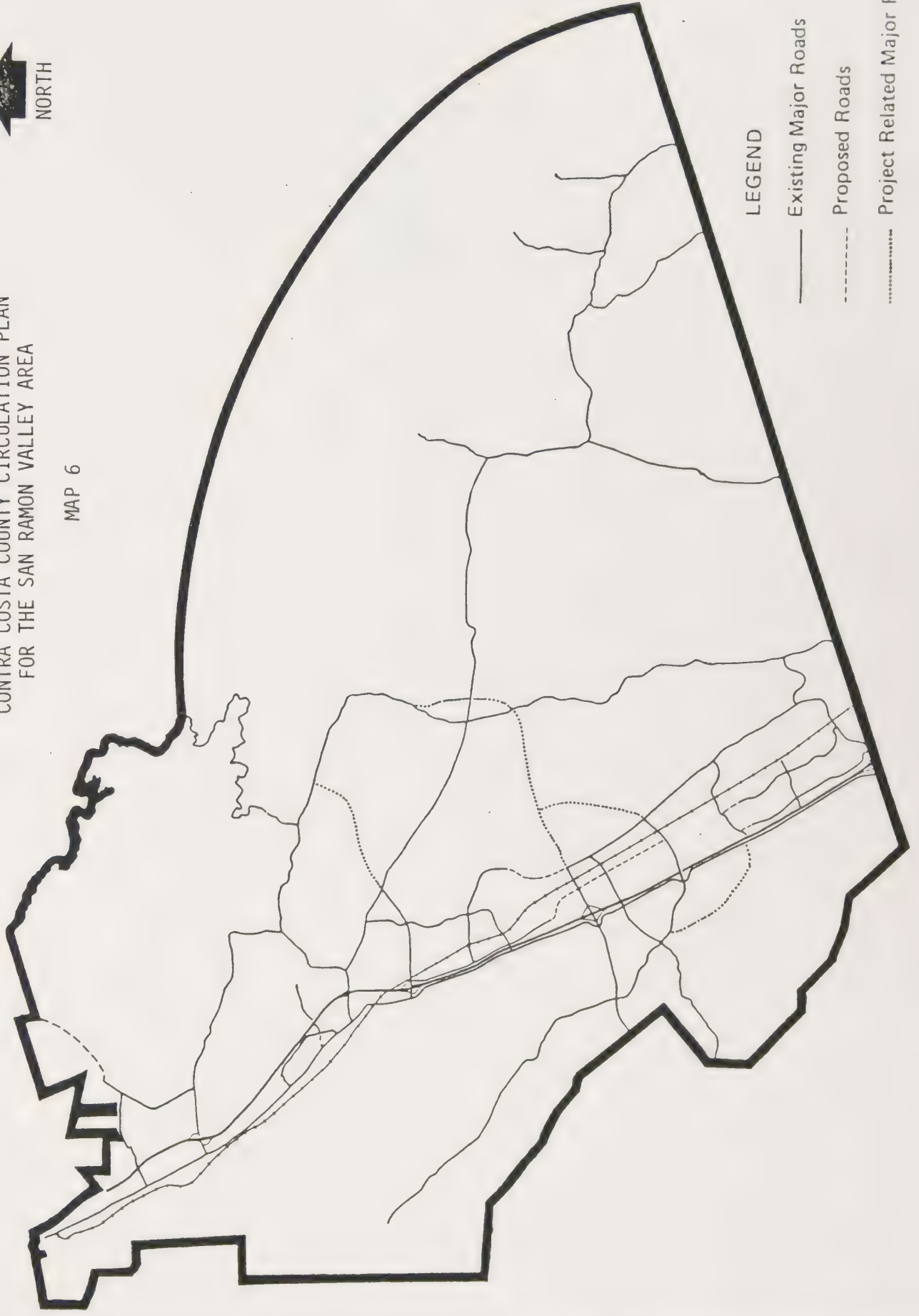


LEGEND

— Existing Major Roads

- - - Proposed Roads

..... Project Related Major Roads







## VII. WEST COUNTY CITIES

Hercules  
Pinole  
San Pablo  
Richmond  
El Cerrito



## SUMMARY

West Contra Costa County includes the older, developed cities of El Cerrito, Richmond, and San Pablo, as well as the growing suburbs of Pinole and Hercules. Unincorporated communities that are discussed are Kensington, East Richmond Heights, North Richmond, El Sobrante, Montalvin Manor - Tara Hills, and Franklin Canyon. The General Plans for three other unincorporated areas in West Contra Costa (Rodeo, Crockett, and Port Costa) are not examined here since all three are not within any City's Sphere of Influence (except for a small portion of Rodeo).

Although western Contra Costa County is often characterized as an older industrial area with a stable population, all of the region's cities, with the exception of El Cerrito, are growing at a rate often comparable to the central County. Hercules is well known throughout the state for the explosive residential growth it has sustained since the mid-1970's, amounting to some 400 to 500 new homes annually. Rapid growth in Hercules is expected to continue through the 1990's. Pinole is also experiencing a steady amount of home building on the remaining vacant lands within its sphere.

Richmond, the second largest city in the County after Concord, added some 900 housing units during the first half of the 1980's, and expected to approve much more residential activity (perhaps several thousand units) in the late 1980's. Major growth areas in Richmond include the planned residential community around the Hilltop shopping mall; the condominium waterfront developments at Marina Bay and Brickyard Cove; and the single family homes being constructed along Castro Ranch Road near El Sobrante.

The Association of Bay Area Governments predicts that west Contra Costa County's 1985 population of 190,000 will increase by 18,000 residents over the next ten years, with almost all of the growth occurring in the Richmond and Hercules sphere areas. Industrial, office, and retail development expected in the region will create over 8,000 new jobs during the same period.

In terms of General Plan consistency between the Cities and County, some differences in planned residential densities are evident in the El Sobrante portion of the Richmond Sphere of Influence. In this area, the City and County plans also contain dissimilar policies regarding locations of ridgeline preservation and proposed uses along San Pablo Dam Road. In the Franklin Canyon portion of the Hercules sphere, the City has recently amended its General Plan to allow residential development of lands overlooking the existing golf course. The County designates this area as Agricultural Lands.

The greatest discrepancy in General Plan land use designations in this region, however, is within the Cities of Richmond, Pinole, and Hercules. As indicated in other areas of Contra Costa, the County plan has not been updated to accurately reflect adopted City plans. In Hercules the County General Plan map continues to show open space and industrial uses where there are now thousands of new suburban homes. Along the Pinole and Richmond waterfronts, the County plan indicates large areas of industry, failing to recognize recent residential development. There are numerous other locations within the Cities where the County and City maps conflict.





## CITY OF HERCULES

## Status of General Plan Elements

Land Use Element  
Circulation/Scenic Highways Element  
Housing Element  
Open Space/Conservation Element  
Seismic Safety/Safety Element  
Noise Element

All elements adopted in the  
1983 General Plan

## Six Neighborhood Area Plans

Adopted between 1975 and 1985

## Redevelopment Plans

## Dynamite Redevelopment Project

Adopted in 1983

## General Plan Land Use Categories

Hercules

Contra Costa County  
(Hercules Area)

## RESIDENTIAL

	<u>Units/ Gross Acre</u>	<u>Units/ Net Acre*</u>
Low Density	(3-6)	(3.8-7.5)
Medium-Low Density	(4-8)	(5-10)
Medium Density	(6-14)	(7.2-16.8)
Medium-High Density	(max of 17)	(max of 20.4)
High Density	(10-25)	(12-30)

	<u>Units/ Net Acre</u>
Single Family:	
Low Density	(1-3)
Medium Density	(3-5)
High Density	(5-7)
Multiple Family:	
Low Density	(7-12)
Medium Density	(12-21)
High Density	(21-29)

## COMMERCIAL

Town Center  
Service  
Highway  
Neighborhood

Commercial

## OFFICE

Commercial

\* Assumes 25% of the land for single family homes, and 20% for multiple family housing, is reserved for other uses (roads, etc.).





## General Plan Land Use Categories (continued)

<u>Hercules</u>		Contra Costa County <u>(Hercules Area)</u>
	INDUSTRIAL	
Industrial		Industry
	PUBLIC RELATED	
Civic Center High/Junior High/ Elementary School Multi-Purpose		Public and Semi-Public
	OPEN SPACE	
Open Space Community/Neighborhood/ Waterfront Park		General Open Space
	AGRICULTURE	
(none)		Agricultural Preserve

## Discussion of Plans

Although the City of Hercules was incorporated in 1900, very little residential development occurred during the first 75 years of the town's existence. California Powder Works, a manufacturer of explosives, established a plant site in the Hercules area in 1879 and was the primary activity in the town for many years. The company was incorporated in 1912 and became the world's largest producer of TNT during World War I. In 1978, Hercules Inc. sold the plant and ended almost one hundred years of manufacturing in the City. The old plant site still exists on a hillside overlooking San Pablo Bay, and the village area where employees once lived is now being restored. The only other major industrial company that still operates on 100 acres along the northern edge of the City's bayfront is the Pacific Refining Company, which manufactures petroleum products.

Beginning in the mid-1970s, the City of Hercules began to approve large single family home subdivisions, primarily consisting of moderately priced (less than \$100,000) homes on small-to-medium-sized lots. The large number of units that have been constructed each year, on top of an existing housing stock of only 60 homes in 1975, has translated into a phenomenally high growth rate that has consistently made Hercules one of the fastest growing cities in the state. From a population of 121 residents in 1975, Hercules grew to almost 6,000 people by the time of the 1980 U.S. Census, equivalent to a building rate of approximately 1,800 new homes during the five year period. In the early 1980's housing construction slowed considerably due to the national economic recession, but during 1984, 1985, and 1986 building activity in the City resumed the former level of 400 to 500 new homes completed each year.



At the beginning of 1986, the Hercules population was estimated to be approximately 10,135, representing a 70 percent increase since 1980. The Housing Element of the 1983 Hercules General Plan indicates that about 550 to 650 new housing units per year would be added to the City's housing stock through the 1980's under the plan policies, with an expected population in 1990 of 20,155, or double the current population. In contrast, the Association of Bay Area Governments (ABAG) projects that the Hercules Sphere of Influence (including the Franklin Canyon area outside the City) could absorb approximately 250 new homes each year over the next ten years, after which the building rate would decline to about one half that rate. ABAG projects a population within the Hercules Sphere area of 19,200 residents by the year 2005.

The Hercules General Plan divides the City into 14 individual study areas or neighborhoods. Land use policies in the General Plan state that "specific plans will be prepared for a neighborhood prior to development within the neighborhood." The General Plan provides a detailed breakdown of the proposed 1990 land uses by acreage in each of the study areas, excluding the four neighborhoods in the City's Sphere of Influence. Based upon the land use acreage figures, specific plans are then prepared to include a range of activities in each sub-area of the City.

General Plan policies state the intent to "utilize . . . flexibility in the City's community development policies and ordinances to encourage the construction of moderate priced housing." The range of residential densities contained in the plan's land use categories allows for a mixture of housing types in each neighborhood, while the overall density of the area must equal the midpoint of the range. The Low Density Residential category (3 to 6 units per gross acre) permits some attached housing in a primarily single family area, while the Medium Low designation (4 to 8 units per acre) encourages cluster housing projects providing most of the advantages of detached homes but at increased densities. The predominant housing types within the Medium Density Residential category (6 to 14 units per gross acre) are townhouses, quadraplexes and similar attached structures. Larger apartment complexes are allowed in High Density Residential areas (average density of 18.5 units per gross acre, with a range from 10 to 25 units per acre). The Medium High Density category, added in 1984, permits condominium projects up to 17 units per acre.

At the time of adoption of the 1983 General Plan, nine neighborhoods were within the City limits and were planned by acre for generalized land uses. Since then, Neighborhood 10 (the Hanna Ranch) and Neighborhood 11 (the northern portion of the Marsten Ranch) have been preplanned and annexed into the City (see Map 1). Neighborhoods 12, 13, and 14 are still outside the 1986 corporate limits, although a proposal to annex and develop the Franklin Canyon Golf Course properties (Neighborhood 12) is currently pending before the City at the time of this writing. (Lands within Neighborhoods 12, 13, and 14 are discussed in the "Consistency of Plans Within the Sphere" section below.)

In terms of the developing neighborhoods within the City limits, three of the areas are planned for primarily non-residential uses. Neighborhood 7, located west of the I-80 freeway in the northern section of the City, consists of

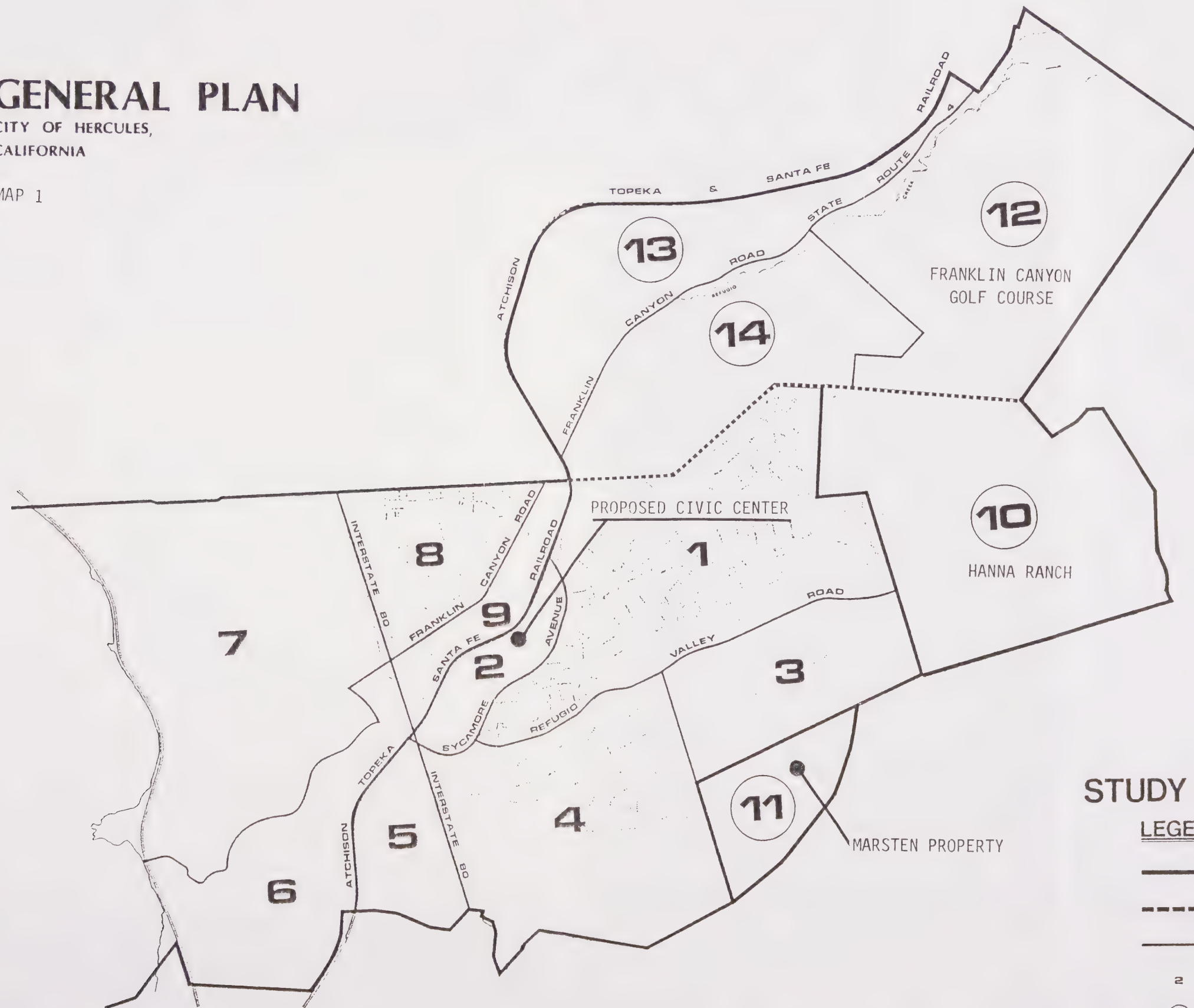




# GENERAL PLAN

CITY OF HERCULES,  
CALIFORNIA

MAP 1



NORTH  
SCALE: 1"=2175'

## STUDY AREAS

### LEGEND

- CITY BOUNDARY
- NEW SPHERE OF INFLUENCE BOUNDARY
- NEIGHBORHOOD BOUNDARY
- EXISTING NEIGHBORHOOD AREA
- FUTURE NEIGHBORHOOD AREA





approximately 620 acres of land designated in the General Plan as Industrial or Industrial Commercial. The area includes the former explosives plant facilities, now owned by Hercules Properties, Inc., where the temporary City offices are located, and the Pacific Refining Company adjacent to the unincorporated community of Rodeo (see Map 2). The City is in the process of preparing a Specific Plan for 220 acres, including the plant site.

Between the two older industrial areas is the 158-acre North Shore Business Park, being developed by Easthill Associates. The park will house a total of two million square feet of office, research, and light industrial facilities when completed. Other than the Chevron office park at Hilltop in Richmond, the North Shore Business Park in Hercules is the only large campus-style high technology development in West Contra Costa County. Bio-Rad Laboratories, a manufacturer of analytical and diagnostic instruments, has purchased 67 acres in the business park and plans to construct 11 buildings over the next 20 years.

Gelsar Inc. owns 100 acres of land adjacent to the North Shore Business Park, a large portion of which is designated Industrial Commercial on the General Plan map. The City of Hercules has recently enacted a building moratorium on the Gelsar and the Hercules Properties, Inc. lands while a specific plan for the entire area is being prepared. The plan, with policies and standards to guide future industrial and commercial development on vacant parcels, should be completed by the end of 1986.

The other non-commercial areas planned in the City are Neighborhoods 2 and 9. Both areas consist of a series of properties along the frontage of Highway 4 (Franklin Canyon Road) and Sycamore Avenue (see Map 2). Neighborhood 2 has been planned as the City downtown, with a 15-acre civic center complex now under construction to be finished by 1987. A large shopping and office center, the Creekside Shopping Center, is located adjacent to I-80 and is designated Town Center on the General Plan map. A 25 acre site designated for Service Commercial activities is located between the ATSF railroad tracks and Sycamore Avenue in the northern portion of the neighborhood.

Neighborhood 9 consists of 49 acres designated as primarily a Multi-Purpose district in the General Plan. Current uses in this narrow corridor adjacent to Highway 4 are a PG&E substation and a Caltrans maintenance yard. A smaller area of the neighborhood is designated for Highway Commercial stores.

The remaining eight sub-areas (Neighborhoods 1, 3, 4, 5, 6, 8, 10, and 11) are planned for residential uses. Neighborhood 1, 560 acres situated between Sycamore Avenue and Refugio Valley Road, was developed by Centex Homes in the early 1980's as a primarily low density single family area, with 200 condominium units adjacent to the Refugio Community Park and Civic Center (see Map 2). Neighborhood 8, 130 acres north of Highway 4 known as the Foxboro development, was constructed by the same homebuilder and consists of approximately 360 single family patio homes (5.7 units to the acre) and medium density condos and townhouses, at a density of 7 to 10 units per acre.







# GENERAL PLAN

CITY OF HERCULES,  
CALIFORNIA

NORTH  
SCALE: 1"=1280'

## LEGEND

### RESIDENTIAL

- L LOW DENSITY
- ML MED-LOW DENSITY
- M MEDIUM DENSITY
- MH MEDIUM HIGH DENSITY
- H HIGH DENSITY

### PUBLIC

- CC CIVIC CENTER
- HS HIGH SCHOOL
- JHS JUNIOR HIGH
- E ELEMENTARY
- MP MULTI-PURPOSE

### CIRCULATION

- FREEWAYS
- STREETS
- RAILROADS

### PARKS-OPEN SPACE

- CIP COMMUNITY PARK
- NIP NEIGHBORHOOD PARK
- WIP WATERFRONT PARK
- OPEN SPACE

### COMMERCIAL

- TC TOWN CENTER
- SC SERVICE
- HC HIGHWAY
- IC INDUSTRIAL
- NC NEIGHBORHOOD

### INDUSTRIAL

- I INDUSTRIAL

### OTHER

- HISTORIC DISTRICT





South of Refugio Valley Road, Neighborhoods 3 and 4 total 700 acres. Both areas are being developed primarily with single family homes by Sunstream Homes. Several hundred moderately priced homes have already been completed during the first half of the 1980's, and the company is now under construction with 400 additional single family units (Tiffany Ridge). Approximately 200 zero lot line or small lot homes are being planned to complete the residential development in the area. Over 300 acres of land in the two neighborhoods is designated to remain in Open Space, with the Refugio Creek riparian corridor to remain in a natural condition.

The 125-acre Marsten Ranch property, Neighborhood 11, has recently (1985) been annexed into the City. The Hercules General Plan designates the buildable portion of the site for Low Density housing. Lusk Homes will be constructing 110 single family units and 19 estate homes, while Sunstream Homes will build 21 single family homes. Also recently annexed was Neighborhood 10, the 589-acre Hanna Ranch property on the eastern edge of the City. A neighborhood plan has been completed for the 600-acre parcel calling for construction of approximately 215 low density homes (3.3 units per net acre); 460 medium-low density patio homes (5.2 units per acre); and 425 medium density multi-family townhouses or condominiums (8.4 units per acre), for a total of 1,100 additional dwellings and 3,300 residents. Approximately 375 acres would remain in open space use. Developers of the site will be Shea Homes and Standard Pacific.

On the west side of the I-80 freeway, Neighborhoods 5 and 6 are being developed in a mixture of detached and attached housing. Neighborhood 5, 100 acres located between the ATSF railroad tracks and the freeway, is primarily designated in the General Plan for Medium High Density apartments, at a density of up to 17 units per net acre (see Map 2). Approximately two-thirds of the area is being developed by Centex Homes, while the remaining land is controlled by the Bren Company. A tentative subdivision map approved in 1985 will allow construction of 1,160 condominium units in six separate village areas. At the time of this writing, Bren has begun marketing their 228-unit Glenwood project. Development of the area will result in the addition of approximately 2,000 new residents to the City.

Neighborhood 6, consisting of 235 acres west of the ATSF railroad tracks, is planned for 125 acres of residential development, as well as 55 acres of an elementary school and a junior high/high school site. Citation Homes has constructed approximately 450 single family homes in the area, and is under construction with the final phase of 118 units. D & S Company is completing a 301-unit condominium project, Olympian Hills, adjacent to the Citation subdivisions. Citation Homes has also moved and renovated twenty units of former Hercules Powder Company employee housing to a site within the proposed 33-acre Hercules waterfront park (see Map 2). The park will include some of the original renovated company offices of the Hercules Powder Company, as well as a developed village green and "main street" area. The park will combine a mixture of public open space areas, including two parcels of waterfront land already acquired by the East Bay Regional Park District, and private commercial uses such as shops, restaurants, and bed and breakfast hotels.





The City of Hercules adopted the Dynamite Redevelopment Project in 1983. The redevelopment project was created to use tax increment financing to provide public improvements to a large portion of the City which is subject to flooding. The redevelopment district includes all of the land surrounding the former dynamite plant, as well as the developing town center area in Neighborhood 2. Redevelopment funds will be used to finance circulation improvements in the area, as well as flood control and other public facilities.

#### **Discussion of Other Relevant Plans or Ordinances**

(none)

#### **Consistency of Plans in the Sphere**

The Sphere of Influence adopted by LAFCO for the City of Hercules consists of over 1,000 acres of land along Highway 4 between the current City limits and the eastern edge of the Franklin Canyon Golf Course (see Map 3). The area includes several large parcels totalling 280 acres south of the highway and adjacent to the City boundary, which are designated in the Rodeo Area General Plan, adopted by the County in 1984, as Agricultural Preserve to reflect the Williamson Act contracts on the land (see Map 4).

An 80-acre parcel between the agricultural preserves and the Franklin Canyon Golf Course is designated in the County plan as Agricultural Lands, indicating that a Williamson Act contract is not attached to the property. All of these properties together are shown in the Hercules General Plan as future Neighborhood 14. The City plan does not indicate any proposed land uses for the neighborhoods outside the current corporate limits, however, instead stating that specific plans will be prepared prior to any development. The City is not currently preparing plans for Neighborhood 14.

The properties north of Highway 4 bordered by the ATSF train tracks from the Hercules City limits to a point across from the Franklin Canyon Golf Course constitute Neighborhood 13. The area includes a 110-acre parcel currently used for grazing cattle which is designated for Controlled Manufacturing by the County. The property borders the ATSF tracks and the extensive Viewpoint subdivision to the west. The land use designation is meant to encourage the location of "clean" industrial firms such as electronics manufacturers which will buffer the nearby residential uses from heavier industry. Chemicals Division of Union Oil Company (Unocal) manufactures industrial carbon products on 250 acres east of the Controlled Manufacturing Zone. The plant site is shown on the County plan for Heavy Industry. Further east along Highway 4, approximately 58 acres of land is designated for Light Industry. Existing uses in this area include the Asbury Graphite Corporation, Burton Machine Shop, and the Yellow Freight trucking firm. The City General Plan does not indicate any proposed land uses for Neighborhood 13.

The Franklin Canyon Golf Course is the last property within the Hercules Sphere of Influence. The golf course and club house take up 210 acres, which is designated by the County plan as Parks and Recreation. The undeveloped



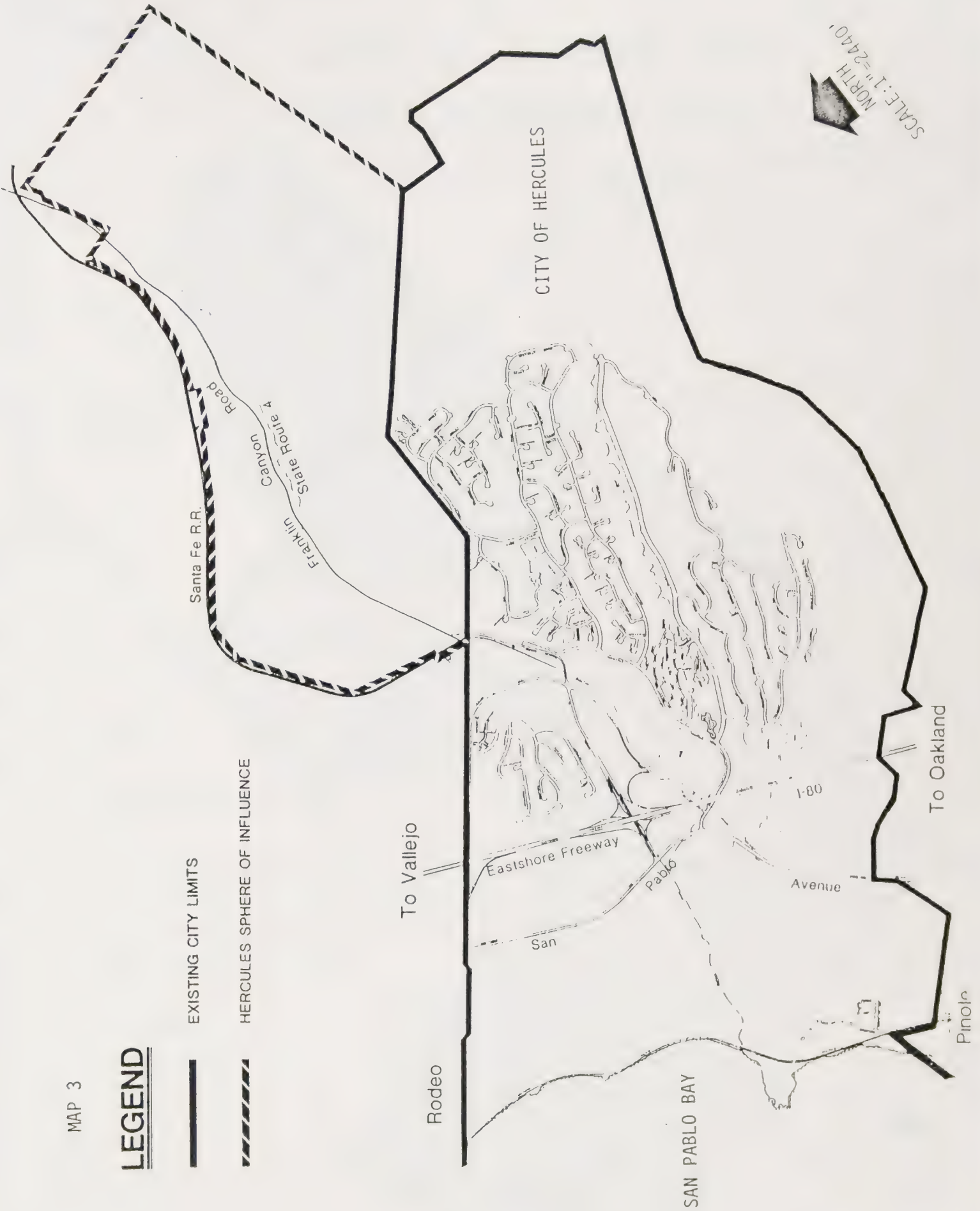
MAP 3

**LEGEND**

EXISTING CITY LIMITS



HERCULES SPHERE OF INFLUENCE




















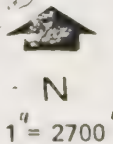
# LAND USE ELEMENT MAP RODEO PLANNING AREA

See Figure 2A

Note: Please see Figure 2A for the blank areas in the downtown area.

## LEGEND

-  Single Family Residential - High Density
-  Multiple Family Residential - Low Density
-  Multiple Family Residential - Medium Density
-  Multiple Family Residential - High Density
-  Commercial
-  Commercial Recreation
-  Controlled Manufacturing
-  Light Industry
-  Heavy Industry
-  Agricultural Lands
-  Agricultural Preserve
-  Park & Recreation
-  Public & Semi-Public







steep hillside south of the golf course is under the same ownership and consists of an additional 415 acres shown as Agricultural Lands. The Rodeo Area General Plan notes that the Agricultural Lands designation is applied to open space lands that are primarily in agricultural usage, and no development density is stipulated.

As in the case of the other planning areas in the Sphere of Influence area, the 1983 Hercules General Plan does not indicate any proposed land uses for the golf course property, which is shown on the City plan as Neighborhood 12. However, in August, 1986 the Hercules City Council approved a General Plan Amendment and pre-zoning of the site to allow construction of 1,150 units of housing and a 300-room hotel. Under the project proposed by Franklin Canyon Enterprises, a San Francisco investor group, portions of the existing golf course would be relocated and approximately 350 condominium or townhouse units would be built overlooking the course.

Along the ridgeline and in the higher elevations of the site behind the golf course, 360 single family homes on large lots (one or two acres per unit) are planned, with another 415 single family homes or low density condominiums clustered in the remaining buildable portions of the site. The conference/resort hotel complex would be located on a knoll above the existing golf course and would include spa and tennis facilities, as well as a restaurant. In addition, the City Council added a policy to designate a 15+ acre school and park site in a centrally located part of the project.

The preliminary City approval of the Franklin Canyon project involved pre-zoning and amending the 1983 General Plan to add land use designations for the property. The golf course portion of the site is shown as Recreation Commercial (RC) and the hotel complex is designated Highway Commercial (HC). The former category was created for this project (see Map 5). The townhouses clustered around the golf course are designated for Medium (M) and Medium High (MH) density and the locations for primarily single family houses are shown as Low (L) and Medium Low (ML) density. The steepest portion of the property is designated Open Space.

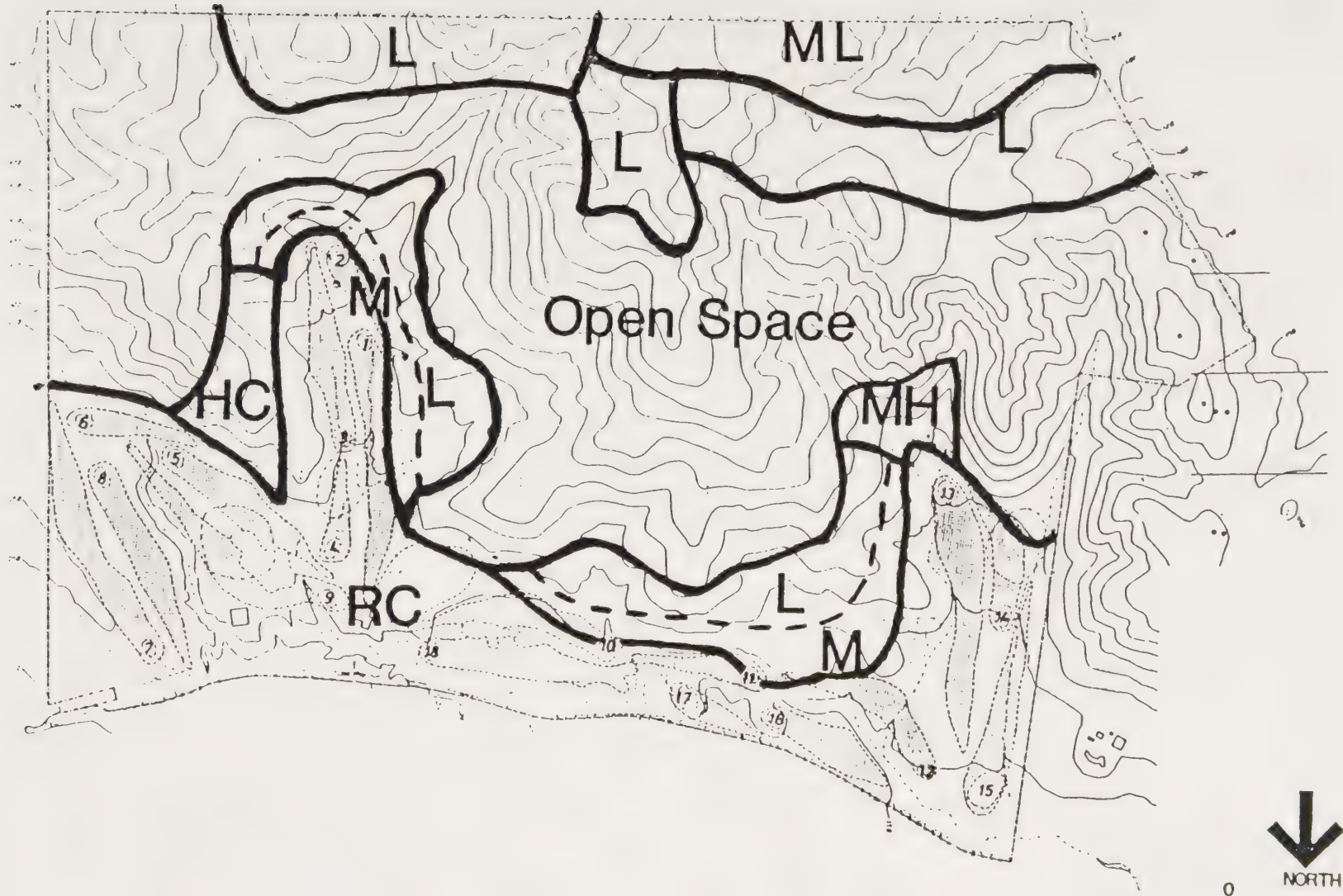
Before the actual development plans for the residential and hotel project can proceed, the property must be approved for annexation into Hercules by the County Local Agency Formation Commission (LAFCO). Part of the land must also be annexed into the service area of the East Bay Municipal Utility District.

### **Consistency of Plans Within the City**

There are major discrepancies between the City and County General Plan designations within the Hercules corporate limits. On the County General Plan, there are only two land use categories applied in the Hercules area: Industry and General Open Space. Industry is designated on all land west of the I-80 freeway, as well as the properties north of Highway 4. None of the residential areas east of the freeway that have developed during the last ten years are represented the County map.



# EXHIBIT A



MAP 5

Recommended Land Use Designations  
Franklin Canyon Golf Course Property





## CITY OF PINOLE

### Status of General Plan Elements

Land Use Element	Adopted in 1967, last revised in 1983.
Circulation Element	Adopted in 1967, amended in 1976.
Open Space Element	Adopted in 1973, revised in 1978.
Recreation Element	Adopted in 1978.
Conservation Element	Adopted in 1973.
Safety Element	
Seismic Safety Element	All elements adopted in 1975.
Noise Element	
Scenic Highways Element	
Housing Element	Adopted in 1976.
Historic Preservation Element	
Neighborhood Preservation Element	All elements adopted in 1978.
Trails Plan	
Energy Conservation	
San Pablo Avenue Specific Plan	Draft plan pending (1986).

### Redevelopment Plans

Pinole Vista Design and Development Plan	Adopted in 1976.
--	------------------

### General Plan Land Use Categories

<u>Pinole</u>		<u>Contra Costa County</u> <u>(Pinole &amp; El Sobrante Area)</u>	
RESIDENTIAL			
	<u>Units/ Net Acre</u>		<u>Units/ Net Acre</u>
Suburban/Rural Residential	(0.2-1)	Single Family:	
		Low Density	(1-3)
		Medium Density	(3-5)
Low Density Residential	(1-7)	High Density	(5-7)
		Multiple Family:	
Medium Density Residential	(7-20)	Low Density	(7-12)
		Medium Density	(13-21)
		High Density	(21-30)
Old Town Home Industry	(mixed use)		





## General Plan Land Use Categories (continued)

<u>Pinole</u>		<u>Contra Costa County (Pinole &amp; El Sobrante Area)</u>
	COMMERCIAL	
Regional Commercial		Community Shopping
Area Commercial		Neighborhood Shopping
Central (Old Town) Commercial		
Neighborhood Commercial		
General Commercial		
	OFFICE	
Profession Administrative Office		Limited Office
Medical/Dental Offices		
Old Town Home Industry (mixed use)		
	INDUSTRIAL	
Industrial		Light Industry
.		Industry
	PUBLIC RELATED	
Public School		Public and Semi-Public
	OPEN SPACE	
City Park		General Open Space
Public/Private Open Space		Parks and Recreation
San Pablo Bay Conservation Area		
	AGRICULTURE	
(none)		Agricultural Preserve

## Discussion of Plans

The Pinole General Plan, most of which was most recently revised in 1978, includes a planning area that stretches from the Hercules corporate line on the north to the Richmond city limits on the south. The area includes the large unincorporated community of Tara Hills - Montalvin Manor, consisting of approximately 3,000 homes between Pinole and Richmond. The City General Plan also includes land use designations for the unincorporated El Sobrante area east of I-80. To the north, the City plan includes the southern portion of the Marsten Ranch property along Pinole Ridge, which has been recently annexed into Pinole.

The Pinole General Plan has only three residential land use categories: Suburban/Rural, Residential Low, and Residential Medium densities. The vast majority of the residential neighborhoods in the City are designated for low



density development (1 to 7 units per net acre), while the Suburban/Rural category (0.2 to 1 unit per acre) is applied to hillside areas near Pinole Ridge and in a portion of the unincorporated El Sobrante area adjacent to Pinole Park (see Map 1).

Medium density housing (townhouses, apartments, or condominiums) is designated primarily in the hilly East Bluff area of the City between Pinole Valley Road and Appian Way, and along the bayfront west of San Pablo Avenue. Compared to nearby Hercules and Richmond, residential growth in Pinole has been modest, amounting to approximately 100 new units during the last several years. One large condominium project, Pinole Shores, is being constructed by Jones Development Company on land between the ATSF and SP railroad tracks, previously designated for industrial uses, near the southern border of the city. The project will contain 377 units when completed.

Other significant residential projects now under construction in the City include Pinole Ridge, a Miller Sorg development of 160 single family homes and duplexes, and a 147 unit townhouse complex by Mosher. Both projects are located in the East Bluff area west of I-80. The only other large residential development proposed in the City will be on the southern half of the Marsten Ranch property. Warmington Homes has received approval to construct approximately 130 large lot single family homes.

The Pinole General Plan designates several areas of the City for commercial development. The historic center of the City is the Old Town retail area at San Pablo and Tennant Avenues which is designated as Central or Old Town Commercial. In addition, a unique General Plan category called Old Town Home Industry has been created to preserve the mixed uses that have historically existed in downtown Pinole. The category allows small professional offices, as well as craft industries, in residences.

A Specific Plan has been prepared for the entire length of San Pablo Avenue in Pinole. The draft plan is pending before the City Council at the time of this writing. The San Pablo Avenue Specific Plan recommends actions to promote commercial revitalization in the Old Town section, with the aim of promoting the downtown as a specialty shopping, restaurant, office, and cultural center for much of West Contra Costa County. Along San Pablo Avenue west of the downtown, the draft plan discourages strip commercial uses and promotes housing and compatible small scale offices. The western portion of the avenue near Del Monte Drive is proposed as an appropriate location for new business service activities, as well as housing and mixed use developments.

Regional Commercial uses are located at the Pinole Vista shopping center near the Appian Way/I-80 interchange. Additional lands for regional stores are designated along a proposed arterial frontage road east of the I-80 freeway (see Map 1). Area Commercial activities are planned along Pinole Valley Road near the freeway, and Appian Way, while smaller Neighborhood Commercial







SAN PABLO BAY



## Land Use

- |  |                             |
|--|-----------------------------|
| ● SUBURBAN/RURAL                                   | ■ INDUSTRIAL                |
| □ RESIDENTIAL LOW                                  | ● CITY PARK                 |
| ■ RESIDENTIAL MED                                  | Ⓟ GENERAL LOCATION          |
| ■ COMMERCIAL-A-AREA                                | □ PUBLIC/PRIVATE OPEN SPACE |
| R-REGIONAL-N-NEIGHBORHOOD-C-CENTRAL-PA-PROF-ADMIN. | ■ PUBLIC SCHOOL             |
| ■ GENERAL COMMERCIAL                               | ■ MEDICAL/DENTAL            |

0 1000 2000

N

MAP 1

# pinole







shopping centers are located on San Pablo Avenue in the City and unincorporated Tara Hills area.

The only significant area designated for office uses is around Pinole Doctors Hospital, where the Medical/Dental Offices designation is applied on both sides of Appian Way at Tara Hills Drive. The only area set aside for Industrial uses is west of San Pablo Avenue near existing activities.

Pinole has one large area designated as a Public Park on the eastern edge of the City, south of Pinole Valley Road. The Pinole Valley Community/Regional Park consists of several hundred acres along El Sobrante Ridge that has been purchased by the City. An Open Space designation called the San Pablo Bay Conservation Area is applied to all submerged bay lands within the City limits.

Several new roadways are depicted on the Circulation Element of the General Plan, although some have yet to be completed. The most significant new road is the already mentioned arterial which would open up lands adjacent to I-80 for regional commercial development. Additionally, a collector road is shown serving the proposed Marsten Ranch residential project. The portion of this collector nearest the freeway has already been completed. Two new collector streets are proposed to access the development now occurring in the East Bluff neighborhood.

Two collectors are proposed in the Bayview-Tara Hills portion of the area. An extension of Del Monte Drive is being constructed as a part of the large Pinole Shores condominium project. The road, Pinole Shores Drive, will include a grade separated overpass across the ATSF tracks, funded by redevelopment monies. Additionally, an access road to off San Pablo Avenue will be required if the Tara Hills School site is developed.

Pinole has also adopted a redevelopment district plan, which includes approximately one half of the City. The Pinole Vista Urban Design and Redevelopment Plan (1976), although not a part of the General Plan, contains land use designations for the Old Town shopping district, the developing East Bluff area and for the planned commercial properties east and south of I-80. The recommendations in the redevelopment plan are fairly consistent with the General Plan, calling for Low and Medium Density housing in the East Bluff area, mixed use in the Old Town district, and commercial development adjacent to the freeway. The redevelopment area was significantly expanded in the 1980's to take in all of the City lands west of San Pablo Avenue, including the Pinole Shore condominium development.

#### **Discussion of Other Relevant Plans or Ordinances**

Pinole has entered into a joint planning effort with Hercules and the East Bay Regional Park District to study the feasibility of a shoreline trail along San Pablo Bay. The resulting report recommended a proposed alignment and determined that no major obstacles existed in Pinole that would preclude development of the trail. The Pinole Shore condominium project is constructing a small portion of the shoreline trail as a condition of approval. The



trail would cross through the proposed Pinole Bayfront Park, a recreation facility planned by the City, with the land already in public acquisition.

### **Consistency of Plans in the Sphere**

The Sphere of Influence adopted for Pinole includes the southern portion of the Marsten Ranch and adjacent properties, which have recently been annexed into the City. On the southern edge of the City, the Sphere includes the large Montalvin Manor and Tara Hills subdivisions (collectively known as Montarabay) as well as the northern portion of the unincorporated El Sobrante area (see Map 2). Unincorporated lands along Alhambra Valley Road east of the City are in the Pinole Creek watershed but are not in the Pinole Sphere.

Within the Sphere, Contra Costa County has adopted one Area General Plan and several smaller General Plan Amendments. The El Sobrante Area General Plan, adopted in 1980, covers the El Sobrante portion of the City's Sphere. The Montarabay General Plan Amendment, adopted in 1981, brought the existing development and zoning in that area into compliance with the County's plan. The amendment included all of the unincorporated land between the Richmond and Pinole City limits.

The Montarabay County plan designates most of the existing neighborhoods as Single Family Residential - High Density (5 to 7 homes per net acre), with two large areas between San Pablo Avenue and the ATSF railroad line set aside for multiple family densities (see Map 3). The area designated for Multiple Family Residential - Medium Density on the eastern edge of the amendment area is the site of the Pinole Shores condominiums, which has been annexed into the City. Additionally, the 20-acre former Collins school site (the largest school property indicated on the 1981 map) was redesignated to Single Family Residential - High Density in 1984. At the time of this writing, a proposal by a non-profit housing group to construct 300 units on the property is pending before the County.

The Pinole General Plan land use designations are very similar to the County plan. The only areas of discrepancy involve the parcels shown for multiple family housing. The properties designated for High Density development on the County plan (21 to 29 units per net acre) are shown on the City map for Medium Density (up to 20 units per acre, although more units can be approved if the project meets certain conditions). The adjacent area near the intersection of Tara Hills Drive and San Pablo Avenue is planned by the County for Medium Density Multiple Family housing (13 to 21 units per net acre), while the City designates the location for Low Density Residential (1 to 7 units per acre) and Open Space uses. The County General Plan also designates the narrow strip of lands along San Pablo Bay, west of the Southern Pacific right-of-way, for Industry, while the City shows all of this area as San Pablo Bay Conservation Area.

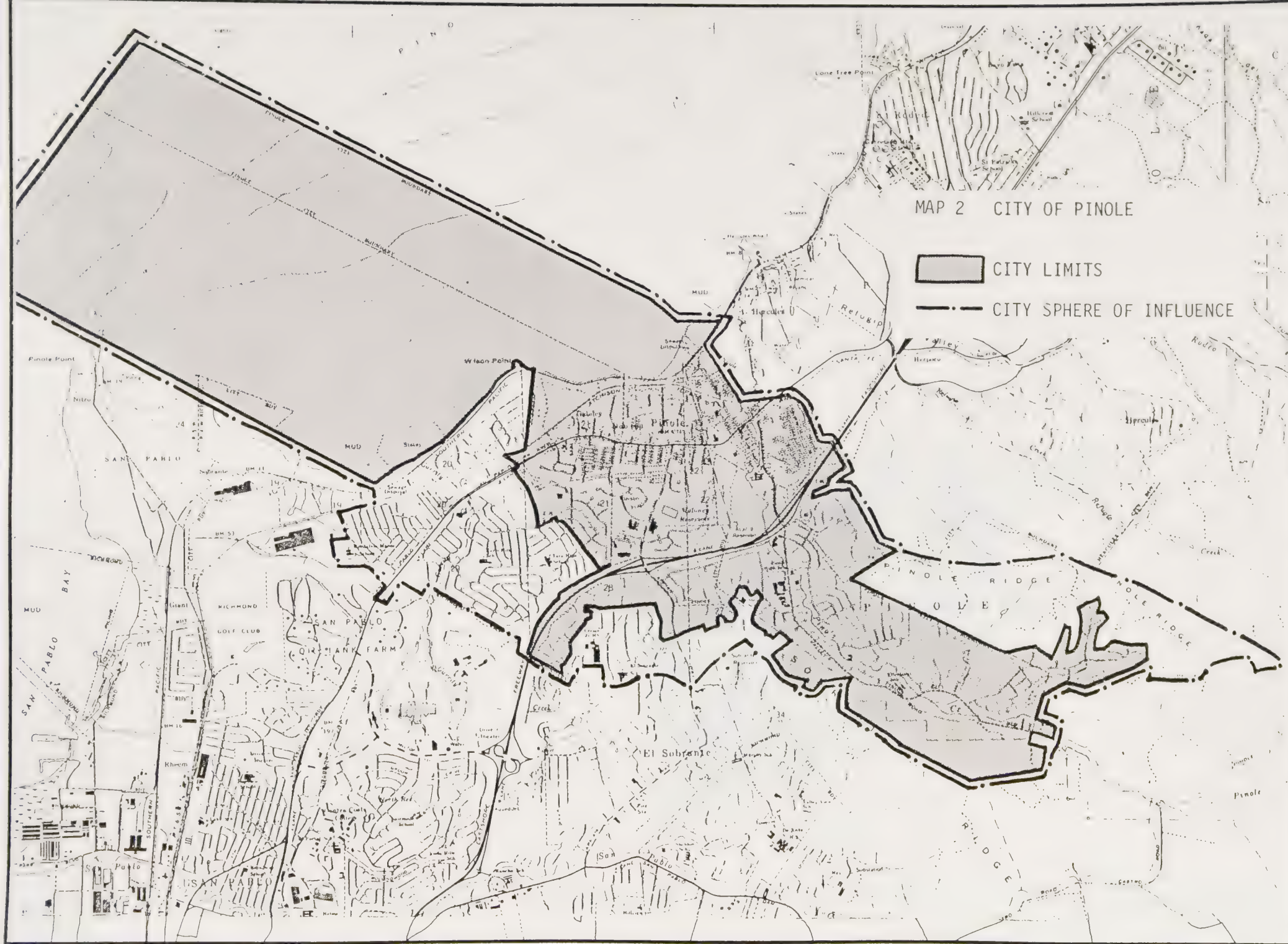
East of the I-80 freeway, the El Sobrante Area General Plan indicates Neighborhood Shopping and Multiple Family Residential - Low Density (7 to 12 units per net acre) categories north of the Appian Way/Rancho Road intersection, while the City plan indicates Medium Density housing. Rancho Road itself is





MAP 2 CITY OF PINOLE

-  CITY LIMITS
-  CITY SPHERE OF INFLUENCE





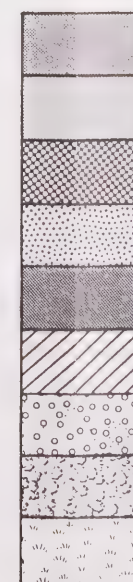


MONTARABAY PLANNING AREA  
LAND USE MAP

MAP 3

  
NORTH  
SCALE: 1"=700'

LEGEND



- SINGLE FAMILY RESIDENTIAL -HIGH DENSITY
- MULTI-FAMILY RESIDENTIAL -MEDIUM DENSITY
- MULTI-FAMILY RESIDENTIAL -HIGH DENSITY
- RETAIL BUSINESS
- COMMERCIAL
- PUBLIC /SEMI-PUBLIC
- INDUSTRIAL
- PARKS AND RECREATION
- OPEN SPACE

SAN PABLO BAY

PINOLE  
CCC

RICHMOND  
CCC

SOUTHERN  
PACIFIC  
RAILROAD

RAILWAY

SANTA

MONTALVIN

RICHMOND UNION  
HIGH SCHOOL  
DISTRICT

PINOLE - HERCULES  
UNIFIED SCHOOL  
DISTRICT

PINOLE  
NO. 1

KERRY HILLS  
SCHOOL

TARA HILLS  
SCHOOL

RICHMOND

RICHMOND

RICHMOND





designated a collector under the County's circulation plan and is proposed for extension between Appian Way and Pinole Valley Road. The City, however, has no plans to complete the extension.

There are also differences between the two plans in terms of the low density residential and open space designations along El Sobrante Ridge, south of Pinole Valley Road. The City General Plan retains all of the ridge in Open Space and allows Suburban/Rural Residential development (0.2 to 1 unit per net acre) below the ridgeline. The County's land use map indicates a combination of Low and Medium Density Residential densities in the hilly area (1 to 5 units per net acre), while the top of the ridge is not specifically designated as Open Space.

### **Consistency of Plans Within the City**

The County General Plan is inconsistent with the City plan in many locations west of the freeway. The County indicates a large swathe of multiple family housing along Pinole Valley Road between San Pablo Avenue and I-80, while the City shows a variety of uses. The County plan fails to show either the multiple family development in the East Bluff area and the shopping center at the Appian Way/I-80 interchange. The extent of the commercial activities along San Pablo Avenue in Old Town is not accurately depicted on the County plan and too much Industry is shown along the waterfront.

East of the freeway, the two plans are much more in compliance. The only major differences are along Pinole Ridge, where the County map shows all General Open Space, while the City plan allows Suburban/Rural Residential development on the Marsten Ranch and adjacent properties.





## CITY OF SAN PABLO

### Status of General Plan Elements

Land Use Element	Adopted in 1980.
Circulation Element	
Housing Element	Adopted in 1984.
Open Space and Conservation Element	Adopted in 1973.
Seismic Safety Element	
Public Safety Element	
Scenic Highways Element	Adopted in 1976.
Noise Element	
Public Facilities Element	Adopted in 1972.
Beautification Element	

### Redevelopment Plans

Bayview Redevelopment Project	Adopted in 1976.
El Portal Redevelopment Project	Adopted in 1971, as amended.
Oak Park Redevelopment Project	Adopted in 1976.
Sheffield Redevelopment Project	Adopted in 1976.
South Entrance Redevelopment Project	Adopted in 1970, as amended.

### General Plan Land Use Categories

#### San Pablo

#### Contra Costa County (San Pablo and El Sobrante Area)

#### RESIDENTIAL

	<u>Units/ Net Acre</u>		<u>Units/ Net Acre</u>
Low Density	(7-12)	Single Family:	
Medium Density	(12-24)	Low Density	(1-3)
High Density	(24-42)	Medium Density	(3-5)
		High Density	(5-7)
		Multiple Family:	
		Low Density	(7-12)
		Medium Density	(13-21)
		High Density	(21-30)





## General Plan Land Use Categories (continued)

<u>San Pablo</u>		<u>Contra Costa County (San Pablo and El Sobrante Area)</u>
	COMMERCIAL	
Commercial Commercial (Medium Density Residential)		Commercial Community Shopping Neighborhood Shopping
	OFFICE	
Commercial/High Rise		Office
	INDUSTRIAL	
Industrial		Industry
	PUBLIC RELATED	
Public/Semi-Public		Public and Semi-Public
	OPEN SPACE	
Park and Open Space		General Open Space Parks and Recreation
	AGRICULTURE	
(none)		Agricultural Preserve

## Discussion of Plans

San Pablo is a small city of 21,000 people that is surrounded on all sides by the City of Richmond and unincorporated Contra Costa County. Nearly 80 percent of the City's land area is included in one of the five redevelopment project areas; therefore, the Land Use Element and the redevelopment plans are closely integrated. The 1980 Land Use and Circulation Elements were adopted as ten-year plans and were revised to achieve consistency with the policies in the redevelopment plans. The emphasis of the 1980 elements was to reduce densities in the City's multiple family residential areas and to consolidate the City's marginal strip commercial areas.

The San Pablo General Plan includes three residential land use categories: Low Density (7 to 12 units per net acre), Medium Density (12 to 24 units per acre), and High Density (24 to 42 units per acre). Low Density residential neighborhoods are concentrated on the western side of the City in the Bayview, Rumrill/Sheffield, and Old Town areas (see Map 1). Medium density housing found along key collector roads and closer to commercial districts. High density residential areas are designated adjacent to the I-80 freeway in the South Entrance neighborhood and in the central portion of the City along Church Lane and San Pablo Avenue.





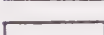

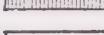
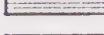
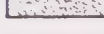



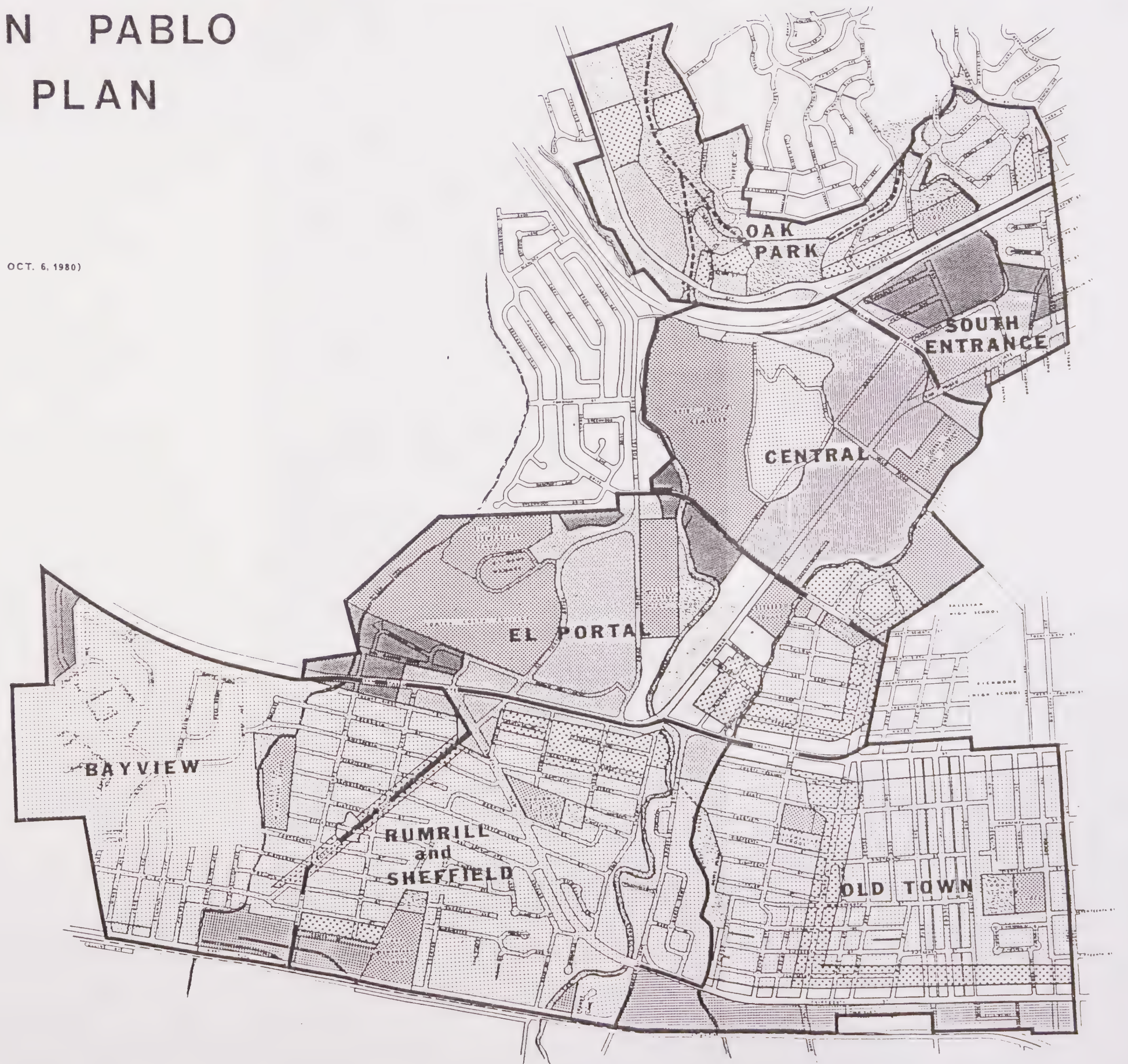


# CITY OF SAN PABLO GENERAL PLAN

## LAND USE PLAN

(ADOPTED: OCT. 6, 1980)

-  LOW DENSITY RESIDENTIAL (7-12)
-  MEDIUM DENSITY RESIDENTIAL (12-24)
-  HIGH DENSITY RESIDENTIAL (24-42)
-  COMMERCIAL
-  COMMERCIAL/MEDIUM DENSITY RESIDENTIAL
-  COMMERCIAL/HIGH RISE
-  INDUSTRIAL
-  PARK AND OPEN SPACE
-  PUBLIC/SEMI PUBLIC
-  TRAIL







The General Plan notes that approximately one-third of the City's housing is substandard, partially because many of the 800+ units in San Pablo's mobile home parks (11 percent of the housing stock) do not meet modern design criteria. The mobile home parks are considered legal non-conforming uses. Recognizing this fact, the City's Housing Element has adopted policies seeking ways to upgrade the mobile homes and parks. Additionally, the 1980 U.S. Census ranked San Pablo's median household income as the lowest measured in Contra Costa County or in the San Francisco Bay Area.

The 1984 Housing Element estimates that San Pablo is largely built out, in terms of vacant residential lands. Only about 20 acres of suitable properties exist in the City for in-fill development and all of that is in fragmented, small lots unsuitable for medium to large projects. In recent years, most of the housing constructed has been multiple family redevelopment projects. Since 1980, the City has added about 40 single family homes and over 200 apartment or condominium units.

The City's central business district is composed primarily of the El Portal Shopping Center across from Contra Costa Community College. The shopping center was severely impacted by the opening of the Hilltop Regional Shopping Center in 1976, but is now undergoing a complete remodeling. The City has recently attracted two major discount stores, the Home Club and the Price Club. The Home Club has recently opened a 100,000 square foot store in the Shopping Center. The Price Club has plans to construct a 107,000 square foot building in the San Pablo Avenue - San Pablo Dam Road vicinity, to open in late 1987. Tax revenues from the new stores should bring in approximately \$800,000 annually to the City.

In an effort to consolidate strip commercial areas and eliminate an excess of commercially zoned land in San Pablo, the General Plan employs a Commercial/Medium Density Residential category, which is applied along a portion of San Pablo Avenue, 23rd Street, and Rumrill Boulevard. The category is intended to encourage the transformation of marginal commercial properties into new commercial or residential uses.

A large area on both sides of San Pablo Avenue between San Pablo Dam Road and Church Lane is designated for Commercial/High Rise. Although the category allows 8 to 20 story office buildings in a cluster adjacent to Brookside Hospital, most of the area has been redeveloped with less intensive developments including two story townhouse/condominium projects and three story medical offices. The remaining properties in the area are projected to develop in commercial or office use at a similar, less intensive scale. The Commercial/High Rise designation encourages either commercial or residential uses, or a mix of both, within walking distance of shopping and public activities.

Most of the frontage along San Pablo Dam Road east of I-80 is planned for commercial and office uses. The General Plan states that many of these parcels are inappropriate for housing because of slope and soil stability problems. Thus, preferable uses are cited as restaurants and retail services.





The Industrial category is applied to existing uses along the ATSF railroad line, which forms the western boundary of the City. A vacant area between Rumrill Boulevard and the City limits is planned for a small industrial park with landscaping and design control. Significant Public/Semi-Public properties within the City include Contra Costa College, Saint Joseph's Cemetery, and Brookside Hospital.

The Circulation Element of the 1980 General plan notes that the efficiency of the City's already congested roadway system is reduced by industrial truck traffic from North Richmond which crosses San Pablo to get to I-80. The solution to this problem is the North Richmond Bypass, a proposed freeway that would link the Hoffman Freeway (I-580) now under construction in downtown Richmond with I-80. The new truck bypass route would follow an alignment that swings west of unincorporated North Richmond and the City of San Pablo to intersect I-80 north of the Hilltop shopping mall, using an extension of Atlas Road. The first two phases of the project are now under construction between Castro Street in Point Richmond and Parr Boulevard in North Richmond. The remainder of the proposed route past the Richmond Country Club and through the Chevron Hilltop property is still under study.

#### **Discussion of Other Relevant Plans or Ordinances**

(none)

#### **Consistency of Plans in the Sphere**

The San Pablo Sphere of Influence includes an unincorporated neighborhood east of the I-80 freeway, consisting of 110 acres of residences in the hills north of Alvarado Park along Arlington Boulevard. The other unincorporated neighborhood in the Sphere is Rollingwood, a couple hundred homes generally north of El Portal Drive and west of I-80.

Because the 1980 San Pablo General Plan map does not include land use designations for areas outside the City limits, there are no inconsistencies between City and County plans. The County General Plan designates both unincorporated neighborhoods in the San Pablo Sphere for Single Family Residential - High Density (5 to 7 units per net acre).

#### **Consistency of Plans Within the City**

With the exception of the El Sobrante Area General Plan, adopted in 1980, the County General Plan within the City of San Pablo has not been updated since 1963. Thus, the County plan does not reflect any of the land use designations adopted during the 1970s in the City's redevelopment projects. The County plan basically designates almost all portions of the City west of the freeway as Single Family Residential - High Density, except for smaller areas of Multiple Family Residential - Medium Density (12 to 21 units per net acre) and Commercial uses in the El Portal downtown center.



The County General Plan map fails to recognize any of the general Commercial zones in the City, as well as the areas set aside for Commercial/High Rise. The County plan does not accurately represent any areas of medium density housing along key streets in the Old Town section of San Pablo and does not show any locations of planned or existing high density apartment buildings.

East of I-80, the 1980 El Sobrante Area General Plan map is more reflective of the City land use designations, although there are still some discrepancies. Along San Pablo Dam Road south of Morrow Drive the County map indicates a large area of Multiple Family - High Density housing (21 to 29 units per net acre), while the City plan shows Commercial frontage with some housing behind. Further north along San Pablo Dam Road the City designates lands on both sides of the arterial for Commercial uses and Medium Density housing (12 to 24 units per net acre), and the County plan indicates Community Shopping and high density multiples. The City also shows Commercial uses permitted west of San Pablo Dam Road on hilly parcels adjacent to the I-80 interchange, while the County map designates most of these properties as General Open Space.





## CITY OF RICHMOND

### Status of General Plan Elements

Concise General Plan Document	Adopted in 1983
Land Use Element	Adopted in 1964, as amended.
Circulation Element	(Last summary published in 1977.)
Bikeways Plan	Adopted in 1978, as amended.
Housing Element	Adopted in 1981, as amended.
Open Space and Conservation Element	Adopted in 1973, as amended.
Seismic Safety Element	Adopted in 1974.
Noise Element	Adopted in 1975.
Scenic Routes Element	Adopted in 1975, as amended.
Safety Element	Adopted in 1983, as amended.
Environmental Design Element	Adopted in 1964.
Community Facilities Element	Adopted in 1964, as amended.
Employment Resources Element	Adopted in 1973 (part of Richmond Coastline Plan).
Recreation and Parks Plan	Adopted in 1966, as amended.

### Local Area Plans:

Wildcat Canyon Plan	Adopted in 1960, as amended.
Pullman Neighborhood Plan	Adopted in 1966.
Iron Triangle Neighborhood Plan	Adopted in 1967, as amended.
Richmond Coastline Plan	Adopted in 1973, as amended.
So. Richmond Shoreline Special Area Plan	Adopted in 1977.

### Redevelopment Plans

Urban Renewal Plan for Project Area 11-A (The Harbour)	Adopted in 1975, as amended.
Redevelopment Plan Project Area 1-A (Eastshore Park)	Adopted in 1961, as amended.
Redevelopment Plan for Project Area 8-A (Hensley Industrial District)	Adopted in 1960, as amended.
Urban Renewal Plan for Project Area 10-A (Downtown Richmond)	Adopted in 1966, as amended.
Urban Renewal Plan for Project Area 10-B (Nevin Center)	Adopted in 1972, as amended.
Urban Renewal Plan for Project Area 12-A (North Richmond)	Adopted in 1972, as amended.
Redevelopment Plan for Project Area 1-C (Potrero)	Adopted in 1960, as amended.
Redevelopment Plan for Project Area 1-B (Pilot Project)	Adopted in 1955, as amended.
Redevelopment Plan for Project Area 4-A (Terrace)	Adopted in 1956, as amended.
Redevelopment Plan for Project Area 3-A (Galvin)	Adopted in 1964, as amended.





## General Plan Land Use Categories

### Richmond

#### RESIDENTIAL

	<u>Units/ Net Acre</u>
Rural Low	(0-1.9)
Rural Medium	(2.0-3.9)
Suburban Low	(4.0-4.9)
Suburban Medium	(5.0-6.9)
Urban Low	(7.0-12.9)
Urban Medium	(13.0-19.9)
Urban High	(20 or more)
Residential & Commercial	(mixed use)

#### COMMERCIAL

Regional or Major Shopping Center  
General Commercial  
Marina and Commercial Recreation  
Commercial and Industrial (mixed use)  
Commercial and Recreation (mixed use)  
Central Business District  
Community Shopping Center

#### OFFICE

(none, included in other categories)

#### INDUSTRIAL

General Industry  
Special Industry  
Extensive Industry  
Container Port  
Marine Terminal or Ship Repair  
Industrial and Recreation (mixed use)

#### PUBLIC RELATED

Community Facilities (Utilities)  
Community Facilities (Institutions)

### Contra Costa County (Richmond and El Sobrante Area)

	<u>Units/ Net Acre</u>
Single Family:	
Low Density	(1-3)
Medium Density	(3-5)
High Density	(5-7)
Multiple Family:	
Low Density	(7-12)
Medium Density	(13-21)
High Density	(21-30)

Commercial

Office

Industry

Public and Semi-Public



## General Plan Land Use Categories (continued)

### Richmond

### Contra Costa County (Richmond and El Sobrante Area)

#### OPEN SPACE

Parks and Recreation  
Conservation, Open Space  
(The Open Space and Conservation Plan  
map shows 17 separate categories.)

Parks and Recreation  
General Open Space

#### AGRICULTURE

(Included in Open Space)

Agricultural Preserve

## Discussion of Plans

The Richmond General Plan was originally adopted by the City Council in 1964 and published in summary form in 1966. Numerous amendments were made over the years and detailed General Plan Land Use, Transportation/Circulation, and Open Space and Conservation maps have been updated through 1986. These maps show the General Plan as it has been adopted and amended by the City Council.

In addition to the General Plan element maps and text, the City has also adopted two neighborhood plans (for the Pullman and Iron Triangle neighborhoods) and two local plans which examine areas near the City's shoreline: the Richmond Coastline Plan (1973), and the South Richmond Shoreline Special Area Plan (1977, which amended the 1973 plan in the Inner Harbor Basin area). The latter plan was also adopted by the Bay Conservation and Development Commission (BCDC) as a major amendment to the regional BCDC Bay Plan.

Richmond has established eleven different redevelopment projects over the last twenty-five years although only a half dozen of the most important and current projects are discussed here. Each project is covered by a redevelopment plan or urban renewal plan formally adopted by the Redevelopment Agency (City Council). All were drafted to conform with the General Plan.

In 1977 a summary of the Richmond General Plan was drafted which shows the City's plan, as well as the plans of the County and adjacent cities. However, the text and maps of the 1977 summary were not specifically adopted by the City Council. The summary includes large scale maps that have specific land use designations cast in three different time frames: continuing, interim, and future. "Continuing" land use designations and policies apply to the present time and continue indefinitely; "interim" designations will terminate at some definite time; and "future" policies are to be applied at some unknown time. The purpose of using these three temporal designations is to achieve zoning/General Plan conformity while avoiding inverse condemnation problems. Thus, interim and future land use designations are applied to certain areas where uses are expected to change sometime in the future. It should be noted





that all areas designated with an interim use also have a future use, while areas designated with a continuing use have no other types of use associated with the properties.

Although the use of temporal General Plan designations is somewhat confusing, only a few locations along the City's shoreline are designated an interim and future land use category. These areas include the large sanitary landfill site, the current Navy Fuel Depot at Point Molate, and other reclaimed lands in the Richmond harbor land along the coast.

The area depicted on the Richmond General Plan maps is quite extensive, covering all lands from the Contra Costa-Alameda County line on the south to the City of Hercules on the north. The formally adopted planning area for the City, a somewhat smaller area than is shown on the maps, includes the Cities of El Cerrito and San Pablo, as well as the unincorporated communities of Kensington, El Sobrante, North Richmond, Tara Hills-Montalvin Manor, East Richmond Heights, and all of the EBMUD lands around San Pablo Reservoir.

The City of Richmond consists of 36,000 acres of land with an estimated population (1986) of 78,600, making it the second largest city in Contra Costa County, after Concord. The planning area for the City's General Plan includes over 50,000 acres, with an estimated population of 165,000. The 1977 General Plan summary text contained a projection of future land uses in acres and a future population. The summary assumed that residential areas would build out at the same density and with the same household size as measured in the 1970 U.S. Census (an overall average density of 13 units per gross acre and a household size of 3.0 persons). The 1977 projections were that Richmond's population would more than double to 197,500 people, as would the population of the larger planning area, to 342,200 residents.

The earlier projections differ substantially from estimates prepared by the Association of Bay Area Governments (ABAG). The regional organization estimates that the population of the Richmond Sphere of Influence area (including unincorporated El Sobrante, North Richmond, and most of the East Richmond Heights) in 1985 was 90,700. The most recent ABAG projections indicate substantial growth may occur in the Sphere during the latter half of the 1980's, amounting to 5,000 additional residents and approximately 3,100 new households. During the 1990's, the Richmond Sphere population is expected to grow by another 5,000 persons to 101,200, with little growth expected between the years 2000 and 2005.

Richmond has the only General Plan in Contra Costa that includes as many residential land use categories as the County. The categories range from Rural densities (0 to 4 units per net acre) to Suburban densities (4 to 7 units per acre) to Urban densities (7 to 20 units or more per acre). Housing densities in the central Richmond neighborhoods are generally Urban Low (7.0 to 12.9 units per acre) and Urban Moderate (13.0 to 19.9 units), with the Urban High densities (20 or more units per acre) in selected locations along Barrett Avenue and near the downtown BART station (see Map 1). East of the I-80 freeway in the El Sobrante area, densities are much lower, ranging from Rural Low or Medium (0 to 3.9 units per acre) to Urban Low.





# CITY OF RICHMOND

# CALIFORNIA

Revised: July 1984

MAP 1

- RESIDENTIAL
- Urban High 20.0 and more DU/ac
  - Urban Medium 13.0 - 19.9 "
  - Urban Low 7.0 - 12.9 "
  - Suburban Medium 5.0 - 6.9 "
  - Suburban Low 4.0 - 4.9 "
  - Rural Medium 2.0 - 3.9 "
  - Rural Low 1.9 and less "
- MIXED LAND USE
- Residential and Commercial
  - Commercial and Industrial
  - Commercial and Recreation
  - Industrial and Recreation
- PARKS, RECREATION, CONSERVATION, OPEN SPACE
- Parks, Recreation, Conservation, Open Space
- H** Historic Landmark, Retreat, Interpretive Museum
- COMMUNITY FACILITIES
- Civic Centers, County Buildings, Public Service Facility, Hospitals
  - Colleges, Public Schools
  - Sanitary Landfill, Reservoir, Sewage Treatment Plant
- COMMERCIAL
- Regional or Major Shopping Center
  - Central Business District
  - Community Shopping Center
  - General Commercial
  - Marina and Commercial Recreation
- INDUSTRIAL
- General Industry
  - Special Industry
  - Extensive Industry
  - Container Port
  - Marine Terminal or Ship Repair



GENERAL PLAN  
LAND USE PLAN





The 1985 Housing Element states that 80 percent of the single family units constructed between 1980 and mid-1984 in the City, or 835 units, were in four locations: Hilltop, Marina Bay, Brickyard Cove, and El Sobrante. The element projects that 4,300 new units (including condominiums) will be built in the latter half of the 1980s with, again, 80 percent of the new construction occurring in those four areas.

The non-residential component of the 950-acre Hilltop planned community consists of a regional shopping mall with several major department stores (completed); a 45-acre office park with two buildings already constructed and a proposed buildout of 1.1 million square feet; an industrial park of 65 acres which is largely built out; and additional industrial lands available for phased development, consisting of another 150 acres.

Accompanying the commercial and industrial activities at Hilltop is a planned residential community of approximately 3,000 units. Robertson Homes, one of the largest builders in the country, is constructing the 1,000 unit Hilltop Bayview apartment complex on 42 acres north of the shopping mall (see Map 2). The Hilltop North area is designated in the General Plan for Urban High densities (the project will have a density of about 27 units per acre). The first 500 luxury apartment units are to be completed in the Spring of 1987. WSI Builders is constructing a 670-unit project west of the regional shopping center. Hilltop Village will consist of a range of housing types, from single family homes to condominium townhouses. The General Plan designates the area for Urban Low densities (7.0 to 12.9 units per net acre). Another 1,000 units of mixed housing types are designated for the Hilltop West site located west of San Pablo Avenue and the North Richmond Bypass freeway.

The other locations where a large amount of housing is under construction include the Marina Bay and Brickyard Cove developments along the Richmond shoreline. The 320-acre Marina Bay project is Northern California's largest waterfront development and will consist of 3,100 condominiums and apartments, 1,700 boat slips, a hotel, offices, and research and development activities. Marina Cove is designated in the General Plan for Urban High housing (20 or more units per acre), General Commercial, and the mixed use Residential and Commercial, which allows Urban High housing densities. The project is within Redevelopment Area 11-A and is being developed by the Penterra Company, which in turn has turned over some parcels to other builders (see Map 3).

Approximately 145 luxury condominiums have already been completed on the site. Rafanelli and Nahas have approvals to construct the 724-unit Marina Cove apartments, with the first phase of 224 units to be completed in late 1986. A restaurant and general store are also scheduled to open in late 1986. The Sprincin Company is also to begin construction of a 130-unit townhouse project at that time.

West of the Marina Bay project on the waterfront in Brickyard Cove is Brickyard Landing, a private development where the Inisfree Company has constructed 240 luxury condominiums. The company has plans to build another 70 units in the near future. The area is designated for Urban Low densities







FUTURE  
RESIDENTIAL

FUTURE

INDUSTRIAL

PARK

WEST

INDUSTRIAL PARK  
EAST

PLANNED  
INTERCHANGE

HILLTOP BAYVIEW  
APARTMENTS

AUTO PLAZA

OFFICE PARK  
NORTH

HILLTOP REGIONAL CENTER

HILLTOP VILLAGE  
RESIDENTIAL

OFFICE PARK  
SOUTH

80

Interstate

N

LAND USE PLAN

**HILLTOP**

RICHMOND, CALIFORNIA

MAP 2

CHEVRON LAND DEVELOPMENT COMPANY

Date of Photography: April 30, 1986

0 500 1000 1500 2000  
SCALE IN FEET

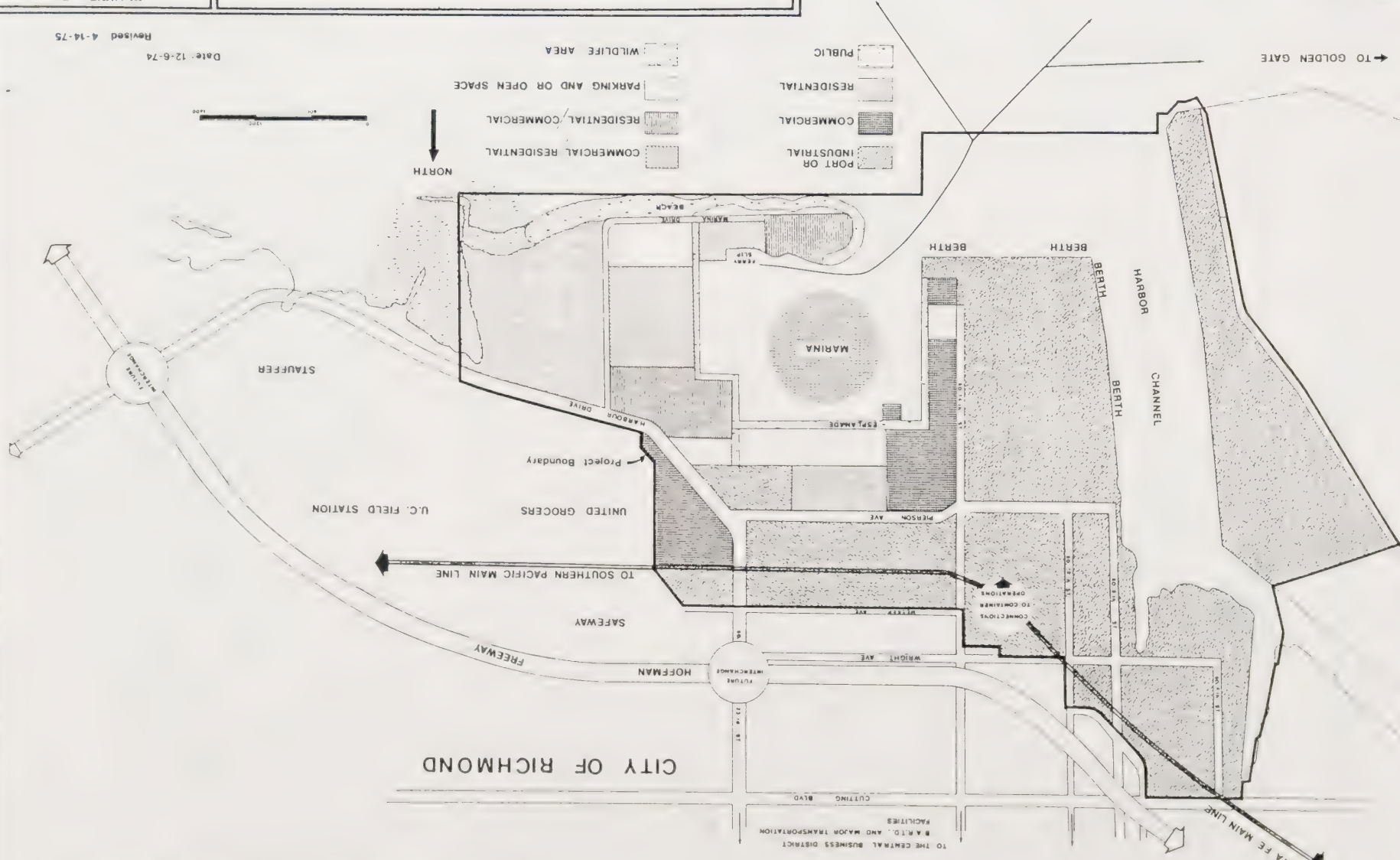






MAP 3 MARINA BAY REDEVELOPMENT PROJECT

CITY OF RICHMOND



URBAN RENEWAL PROJECT AREA II-A

EXHIBIT B  
DIAGRAM TO ACCOMPANY  
THE URBAN RENEWAL PLAN

Date: 12-6-74

Revised 4-14-75

RICHMOND REDEVELOPMENT AGENCY 330 TWELFTH ST. 1 RICHMOND, CALIFORNIA 94804 (415) 237-0210  
Graphic by M. W. 111 Approved by A. C. H.



in the General Plan (7.0 to 12.9 units per acre), as well as Seacliff Estates, with a potential for another 600 apartments or condominiums to be built at the location.

The fourth and last area within the City of Richmond where significant growth is occurring is east of El Sobrante along Castro Ranch Road (see Map 4). Dame Construction is developing the 440-unit Carriage Hills project of moderate priced single family homes (Parcel 7 on the map). Approximately 60 homes have been completed and another 100 homes are currently under construction. The area is general planned for Suburban Medium residential densities (5.0 to 6.9 units per acre). In addition, Dame Construction has proposed another 180 homes to be constructed south of Castro Ranch Road, to be called Carriage Hills South (Parcel 7 on Map 4). Hicks and O'Brien is jointly seeking approval to build 130 single family homes on an adjacent parcel. At the time of this writing, a General Plan Amendment to allow suburban development has been approved by the City, but annexation of the properties has not yet occurred.

Numerous other properties in the hills south of San Pablo Dam Road in the Bel-gum Valley area are designated for Rural Low density housing (less than two homes per acre). The Richmond Housing Element estimates that the buildable portions of these vacant lands south of San Pablo Dam Road in the City, as well as the unincorporated properties south of Castro Ranch Road could yield roughly 2,000 housing units if developed. Almost one half of this total could be accommodated on the site of the previously proposed Park Glen Estates subdivision (Parcel 12 on Map 4). Another 400 homes could possibly be constructed on small unincorporated parcels along San Pablo Dam Road. An area east of Wildcat Canyon Park is still designated for Rural Low Density development, although the land has been acquired by the East Bay Regional Park District.

In terms of non-residential uses, the Richmond General Plan designates large areas of the waterfront for Special Industry, while lands within the huge Chevron USA petroleum and chemical refinery west of the ATSF railroad yard are classified for General Industry. Property at Point Molate now used as a Navy fuel depot is designated General Industry as an interim use, and as a Regional or City-wide Park as a future use. Likewise, the large sanitary landfill site on the San Pablo Bay shoreline is classified Other Open Space as a future use, after the landfill is completed.

Since the Richmond Coastline Plan was adopted as part of the General Plan in 1973, recent trends in the region's growth, as well as international shipping markets, have raised new questions about the use of the City's 32-mile shoreline. In order to update the coastline plan, the City has retained a consultant to prepare a shoreline Development Strategy in conjunction with a citizens advisory committee. The new plan is to address such issues as whether the City's future economy will continue to be heavily industrial or a mixed service-industrial economy; what the demand is for higher priced bay-front home sites; the potential for redevelopment of some industrialized shoreline properties, the anticipated quantity of future shipping port operations. A background report and preliminary goals statement has been





MAJOR PRIVATE AND PUBLIC SITES FOR NEW HOUSING

① to ②① : Private Sites

MAP 4

A to N : Public Sites

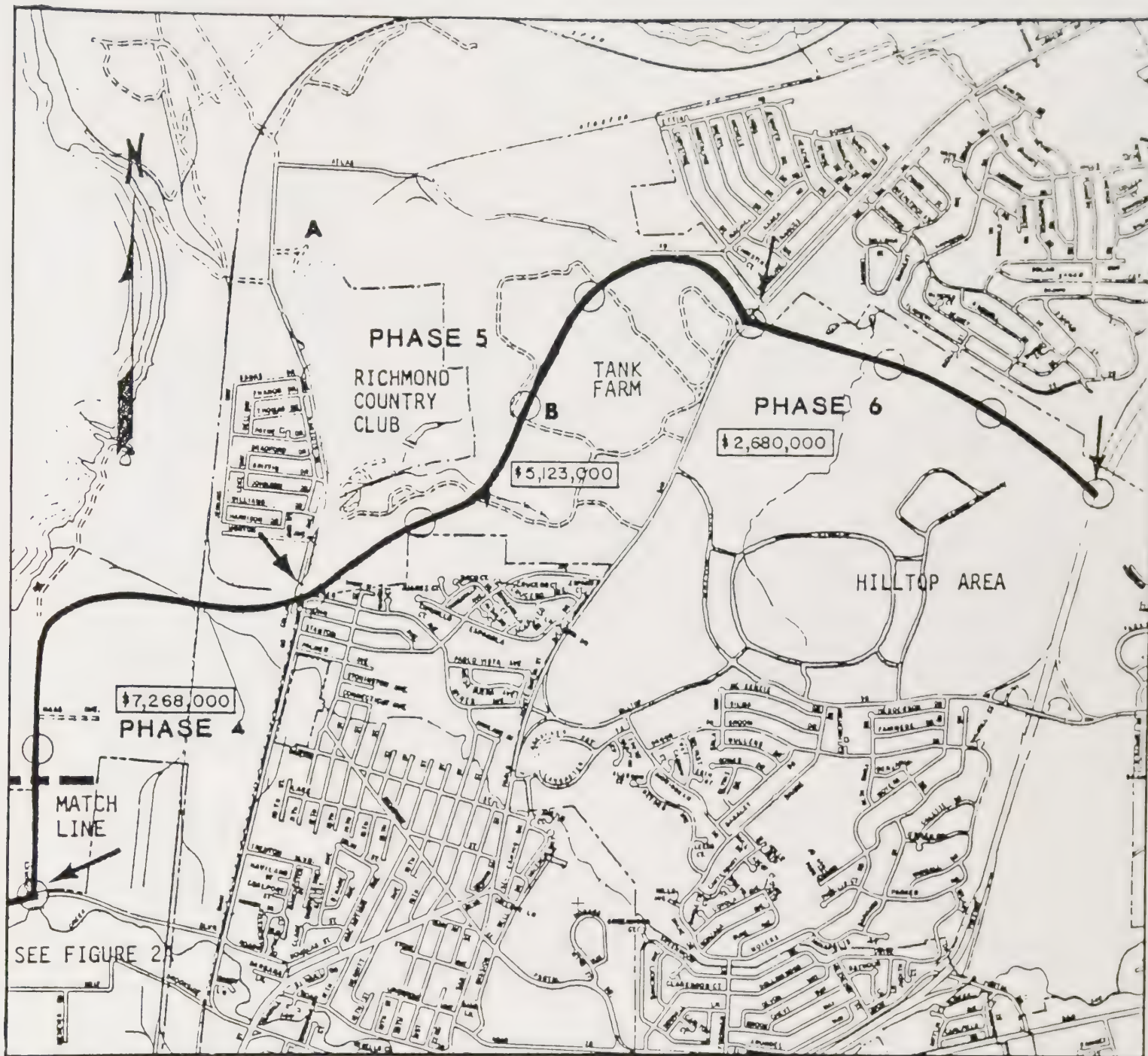
2/81



Source: 1984 Richmond Housing Element







MAP 5 THE NORTH RICHMOND BYPASS  
(JANUARY 1983)

LEGEND

— FUNDED OR PLANNED

○ ACCESS POINTS  
(GENERAL LOCATION)

NORTH  
SCALE: 1"=2000'

1,000,000 TOTAL COST PER PHASE

(1,000,000) INITIAL COST FOR 2  
LANE CONSTRUCTION



prepared as of this writing. The final strategy plan is anticipated to be adopted by mid-1987.

In central Richmond, the City has adopted two redevelopment projects to provide improvements to the area west of the BART station near 17th and Barrett. The City's General Plan designates land west of the BART station for General Commercial, Regional or Community Center Commercial, and Urban High density housing. A consulting firm has been hired to prepare a City Center Specific Plan for the larger City Center area that includes the redevelopment projects and lands around the BART station. Issues to be resolved include land use, circulation and parking, urban design guidelines, development timing and the development potential of air rights over the BART station.

In terms of circulation improvements, two major freeway projects are now under construction in the City. The Knox Freeway (also known as the Hoffman Expressway), is an upgrade of the former Highway 17 route between I-80 and the Richmond-San Rafael Bridge. It is scheduled to be completed by 1990, with major interchanges to serve the waterfront developments. The North Richmond Bypass, a freeway proposed to link the bridge with a newly constructed Atlas Road interchange on I-80 north of Hilltop, is under construction in the first phase near Point Richmond. The remaining alignment through North Richmond, past the Richmond Country Club, and crossing through the northern section of the Hilltop development, has not yet been funded.

### **Consistency of Plans in the Sphere**

The Sphere of Influence area adopted by the County Local Agency Formation Commission (LAFCO) for Richmond is significantly smaller than either the City's planning area or the total area shown on the General Plan maps. It suggests the detachment of Wildcat Regional Park from the City. The Sphere includes unincorporated North Richmond, most of El Sobrante, and the lands along Sobrante Ridge south of Castro Ranch Road (see Map 6).

In the North Richmond unincorporated area, Contra Costa County adopted a General Plan Amendment in 1972 that set land use policies. The existing residences in the community south of Wildcat Creek are designated for densities of 5 to 7 units per net acre (see Map 7). North of San Pablo Creek, the properties are designated for Light and Heavy Industry. Existing indoor and garden plant nurseries in the area, which constitute the most lucrative form of agriculture in the County, are designated as Commercial Nursery and Employment. The sanitary landfill site, of which only the northern portion is under County jurisdiction, is planned as a major park site. An Outdoor Environment Education Center is depicted on marshlands near Wildcat Creek.

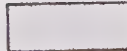

In contrast, the City's General Plan designates the lands between San Pablo and Wildcat Creeks for Agriculture as an interim use, and for Urban Low density housing (7.0 to 12.9 units per acre) as a future use. This same density, slightly higher than the County plan, is also applied to existing residential neighborhood south of Wildcat Creek. The two plans also differ in the park







  
NORTH  
SCALE: 1"=4400'

CITY OF RICHMOND  
 CITY LIMITS  
 CITY SPHERE OF INFLUENCE

MAP 6

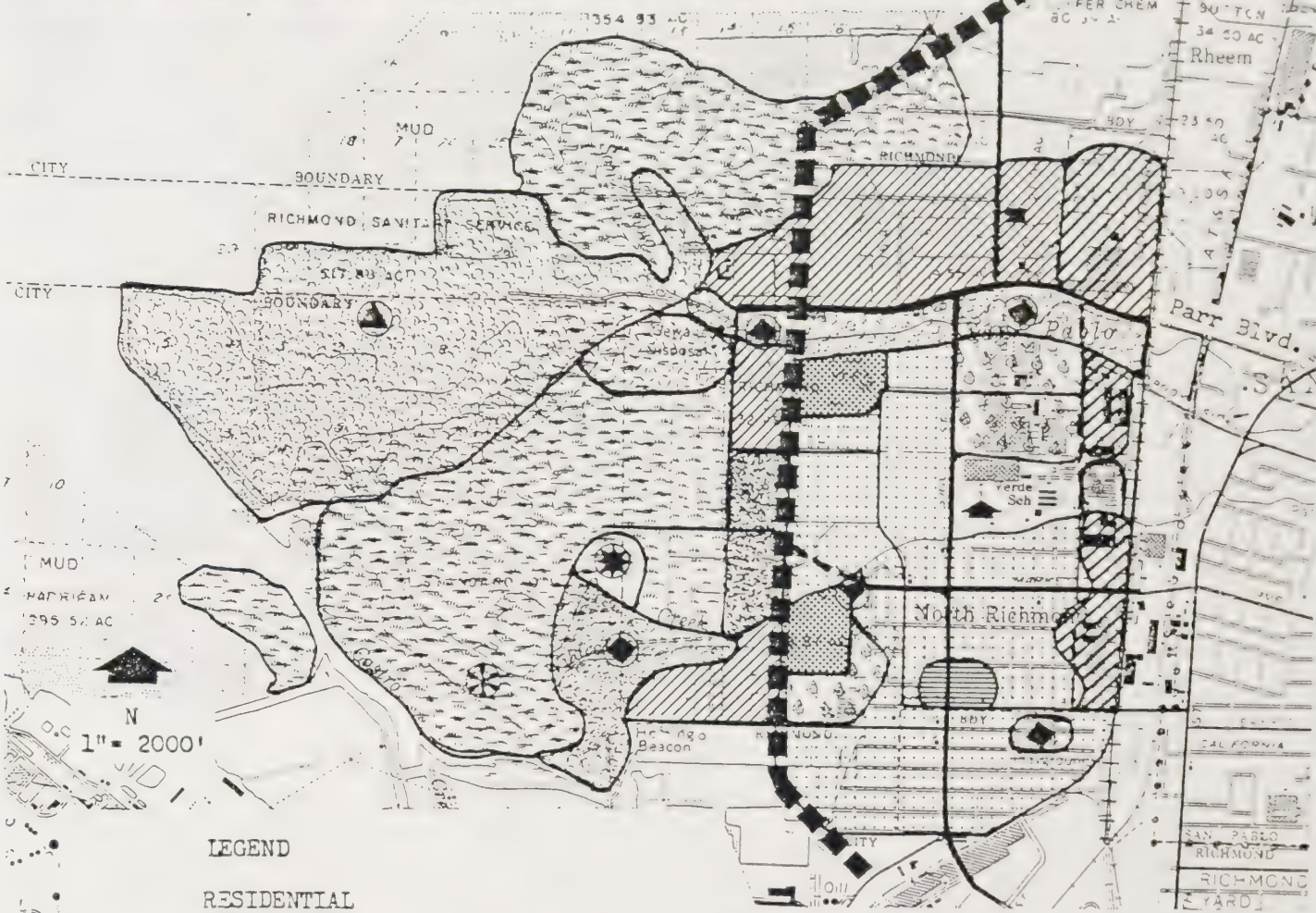








# NORTH RICHMOND GENERAL PLAN AMENDMENT



## LEGEND

### RESIDENTIAL

Single Family & Related

### SHOPPING & EMPLOYMENT

Community Shopping

Commercial Recreation

Commercial Nursery

Light Industry

Heavy Industry

Employment

Services

Utilities

### RECREATION & CONSERVATION

Parkland

Marshland

### COMMUNITY FACILITIES

Major Park

Local Park

Outdoor Environment  
Education Center

Wildlife Preserve

School

Circle Denotes Proposed Facility

### CIRCULATION FACILITIES

Major Arterial

Collector Arterial

Proposed Express Arterial

Proposed Collector Arterial





facilities that are proposed for the area. As noted previously, the Richmond General Plan classifies the sanitary landfill site as a Community Facility (interim use) and as Other Open Space (future use), while the County plans it as a major park. The County map also depicts five local parks in the area, a linear park along San Pablo Creek, and an elevation center near the mouth of Wildcat Creek. The City designates only small Creekside Recreation areas along the two waterways, and no major park lands or facilities. The large salt marshes at the mouths of both creeks are categorized, however, as Preservation Areas.

A major concern in North Richmond for decades has been the implementation of an efficient, environmentally sensitive flood control project to prevent widespread flooding of nearby homes and industry. A plan by the U.S. Army Corps of Engineers has finally been approved by County and City representatives and work is scheduled to begin on flood control facilities in late 1986. The City has attempted to annex the unincorporated area in the past, but large property owners opposed the move because they did not want to pay assessments for needed infrastructure improvements.

In the unincorporated East Richmond Heights area, the 1976 County General Plan designates the residential neighborhoods for Single Family Residential - High Density (5 to 7 units per net acre), which conforms exactly with the City plan for the area.

Almost all of the unincorporated lands included in the County's 1980 El Sobrante area General Plan are within Richmond's Sphere of Influence. The residential neighborhood on either side of Valley View Road has been annexed into the City, as well as the lands near Sobrante Ridge stretching westward to the Carriage Hills subdivision off Castro Ranch Road. However, the properties along San Pablo Dam Road are still under the jurisdiction of the county, as are the neighborhoods on either side of Appian Way.

There are differences between the City and County plans along both arterials. The Richmond General Plan depicts Urban Low residential densities east of Appian Way (7.0 to 12.9 units per acre) and Suburban Medium (5.0 to 6.9 units) west of the road. The County plan details a mixture of Multiple Family and Commercial uses along Appian Way, with the neighborhoods on both sides designated Single Family Residential - High Density (5 to 7 units per net acre) (see Map 8). Similarly, along San Pablo Dam Road, the El Sobrante area General Plan encourages a blend of commercial activities and apartments between I-80 and Valley View, while the City map shows primarily residential use, with a linear park between San Pablo Creek and the Dam Road near Appian Way.

In other parts of El Sobrante, the County and City plans do not conform in terms of residential densities and the location of open space along ridges or slopes. A significant difference exists for the undeveloped properties south of Castro Ranch Road. The City plan designates most of the area for Rural Low density homes (less than two units per net acre), while the County has designated the buildable portion of the site for Low Density homes (one to three units per acre), with the ridgelines to remain in General Open Space.







# EL SOBRANTE GENERAL PLAN

ADOPTED 8/1980

LEGEND

SINGLE FAMILY RESIDENTIAL:

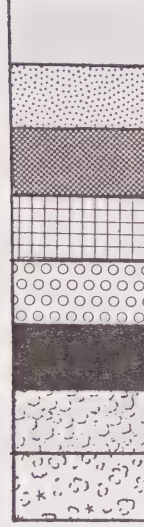


LOW DENSITY

MEDIUM DENSITY

HIGH DENSITY

MULTI-FAMILY RESIDENTIAL:



LOW DENSITY

MEDIUM DENSITY

HIGH DENSITY

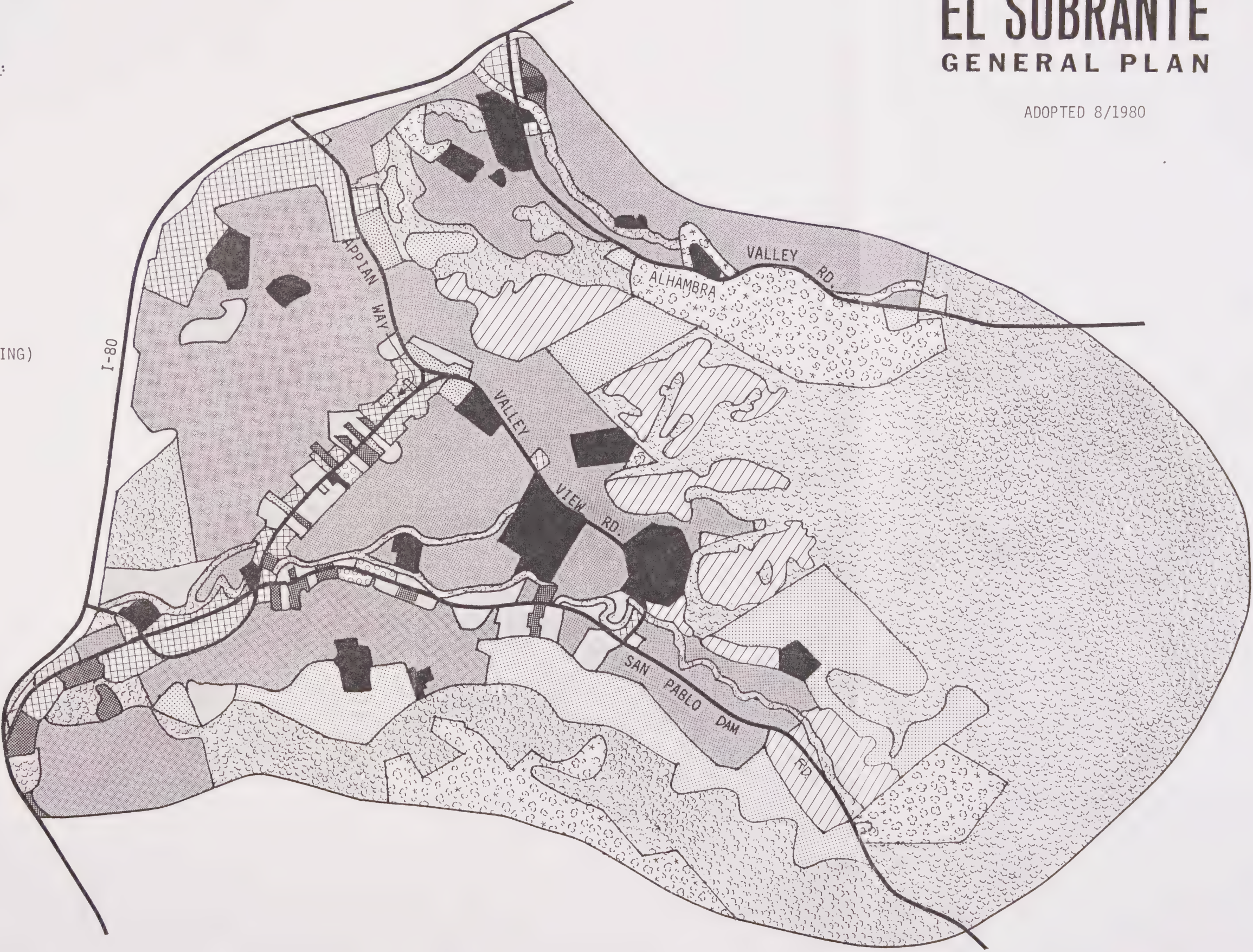
COMMERCIAL (RETAIL SHOPPING)

LIMITED OFFICE

PUBLIC/ SEMI-PUBLIC

GENERAL OPEN SPACE

PARKS & RECREATION



NORTH  
SCALE: 1"=2080'







A last inconsistency between the 1980 El Sobrante Area General Plan and the City plan involves future development and preservation of San Pablo Ridge. Although only the lower elevation of the slope along San Pablo Dam Road is under County jurisdiction, the County plan describes the ridge as a Special Concern area, and recommends that development should be carefully regulated to avoid landslides and unstable soil. As noted previously, the City plan designates the area (also known as the Belgum Valley) for Rural Low and Medium, and Suburban Medium density housing, allowing densities up to seven units per acre. The County plan for the incorporated area designates lands above the 400-foot contour as General Open Space, and recommends low density residential development (one to three units per acre) suitable to the topography of individual sites, with new developments providing trail access and appropriate other land dedications to the adjacent East Bay Regional Park facility.

### **Consistency of Plans Within the City**

The land use designations for lands within the Richmond city limits that are shown on the County General Plan have not been significantly amended since 1963, and so are very out of date. Only two residential categories are applied in the City (Single Family-High and Multiple Family-Low) and only the downtown commercial area is shown. All of the lands along the Richmond Harbor are designated as Industry, failing to recognize any of the recent residential and commercial development. The entire Hilltop area is likewise shown as Industry, as is the existing Parchester Village residential neighborhood west of Hilltop. The County plan also fails to note the approved Carriage Hills development on Castro Ranch Road.



## CITY OF EL CERRITO

### Status of General Plan Elements

Land Use Element	}	All elements adopted in 1975.
Circulation Element		
Open Space and Conservation Element		
Seismic Safety Element		
Safety Element		
Scenic Routes Element		
Noise Element		
Community Design and Appearance Element		

Public Facilities Element	Adopted in 1976.
Parks and Recreation Element	

Housing Element	Adopted in 1981.
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### Redevelopment Plans

El Cerrito Redevelopment Project	Adopted in 1977.
----------------------------------	------------------

### General Plan Land Use Categories

<u>El Cerrito</u>			Contra Costa County ( <u>El Cerrito Area</u> )
	RESIDENTIAL		
	<u>Units/ Net Acre</u>		<u>Units/ Net Acre</u>
Very Low Density	(0-6)	Single Family:	
Low Density	(0-9)	Very Low Density	(0-1)
Medium Density	(0-20)	Low Density	(1-3)
High Density	(0-35)	Medium Density	(3-5)
		High Density	(5-7)
		Multiple Family:	
		Low Density	(7-12)
		Medium Density	(12-21)
		High Density	(21-29)
	COMMERCIAL		
Central Commercial		Commercial	
Neighborhood Commercial		Retail Shopping	
Service-Employment Activities		Neighborhood Business	
General Commercial			
Commercial/Residential (mixed use)			





## General Plan Land Use Categories (continued)

### El Cerrito

### Contra Costa County (El Cerrito Area)

	OFFICE	Office Limited Office
(none)	INDUSTRIAL	Industry
Institutional and Utility	PUBLIC RELATED	Public and Semi-Public
Park and Open Space	OPEN SPACE	General Open Space Parks and Recreation
(none)	AGRICULTURE	Agricultural Preserve

## Discussion of Plans

The El Cerrito General Plan including eight of the nine required elements (at that time) was adopted in 1975. More recently, an updated Housing Element was adopted in 1981. The community of approximately 23,000 residents is fairly well built out with few opportunities for significant new housing construction. Redevelopment of residential properties and commercial land along San Pablo Avenue is occurring.

El Cerrito is somewhat unique among East Bay cities because it is an overwhelmingly residential community with no industry and no central business district, except for the moderate sized El Cerrito Plaza shopping center near the Plaza BART station. The City's Land Use Element contains four housing densities, although all categories allow the lowest densities. To the east of Richmond Street, the predominant General Plan designation is Low Density Residential (0 to 9 units per net acre), with Very Low Density (0 to 6 units per acre) housing on the highest ridge overlooking the City (see Map 1). The 1975 General Plan map depicts a planning area that includes unincorporated Kensington in the southeast and the unincorporated Richmond View neighborhood (also known as Richmond Heights) to the north.

Small areas of the City are classified for Medium Density Residential (0 to 20 units per net acre), primarily near arterials and intersections. A much larger portion of the City between roughly Liberty Street and San Pablo Avenue on both sides of the BART right-of-way is planned for High Density Residential (0 to 35 units). Approximately three quarters of all housing units in El Cerrito are single family homes, with the remainder being apartments or condominiums. Many of the homeowners in the City are elderly couples, making the average age of the City (40 years) the highest in the County except for





# GENERAL PLAN

## CITY OF EL CERRITO

FEBUARY 1975

MAP 1



### LEGEND:

#### RESIDENTIAL:

VERY LOW DENSITY 0-6 UNITS PER ACRE

LOW DENSITY 0-9 UNITS PER ACRE

MEDIUM DENSITY 0-20 UNITS PER ACRE

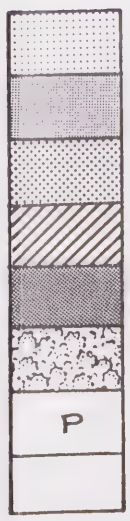
HIGH DENSITY 0-35 UNITS PER ACRE

COMMERCIAL

PARKS AND OPEN SPACE

PUBLIC, INSTITUTIONAL

MIXED USE



SCALE: 1"=2100'





some unincorporated areas such as Kensington and Bethel Island. Between 1980 and 1985, El Cerrito added approximately 300 housing units of which 150 were new homes and 145 were condos, townhouses, or apartments. In 1985 alone, three large multiple family projects accounted for 100 units.

Although not indicated on the General Plan land use map, the plan text describes four different categories of commercial activities in the City. The one regional serving area, the El Cerrito Plaza shopping center with an Emporium Capwell department store as the anchor tenant, is designated as Central Commercial. Likewise, the much smaller cluster of stores around the other BART station in El Cerrito (the Del Norte station) is classified as Central Commercial. The latter area contains several marginal businesses. General Commercial activities are located near the Moeser/San Pablo Avenue intersection and two Neighborhood Commercial centers are located several blocks east of San Pablo Avenue in the southern part of the City. A cluster of service-employment uses is planned for the northern section of San Pablo Avenue, where heavier commercial activities such as auto services, storage, and wholesaling are expected to locate.

The El Cerrito plan also includes a Commercial/Residential mixed use category that is depicted on the land use map as circles. The designation is intended to provide flexibility in attracting quality projects to the El Cerrito Redevelopment Project district, which includes the length of San Pablo Avenue. The City is using redevelopment powers to help assemble suitable parcels of land along the corridor for retail and office projects in order to increase the community's tax base, which was severely impacted by Proposition 13. The largest ongoing redevelopment project is a major remodeling of the entire El Cerrito Plaza shopping center.

The 1975 Circulation Element of the General Plan shows two arterial extensions that have not been constructed. The Moeser Lane extension would connect San Pablo Avenue with Carlson Boulevard to the west and would provide a more direct route for freeway access. The Fairmont Avenue extension would continue easterly from its present terminus at Colusa Avenue through the large institutional uses of the Sunset View Cemetery and EBMUD filter plant to connect with Arlington Boulevard high on the ridge. The extension would improve access to the freeway for El Cerrito, Kensington, and North Berkeley hill residents.

#### **Discussion of Other Relevant Plans or Ordinances**

(none)

#### **Consistency of Plans in the Sphere**

The El Cerrito Sphere of Influence includes the entire unincorporated community of Kensington situated between the City's southeast borders and the Berkeley corporate limits, and the southern portion of the unincorporated area known as East Richmond Heights to the north of the City.





Kensington is an affluent community of 5,300 residents with only two small Neighborhood Business areas depicted on the 1976 Kensington General Plan Amendment adopted by the County (see Map 2). All of the housing in the community is designated Single Family Residential - High Density (5 to 7 units per net acre). In contrast, the City General Plan designates housing in the area as Very Low Density (0 to 6 units per net acre), which is consistent with the County Plan.

However, the 1975 El Cerrito Land Use Element shows a very steep property overlooking Jewel Lake in Tilden Regional Park as residential while the County indicates General Open Space. Similarly, the City plan designates several Public and Semi-Public properties for housing, such as the Kensington School, the EBMUD Summit Reservoir, and the EBMUD San Pablo Filter Plant. Additionally, the City does not designate any commercial uses at the Colusa Circle or along Arlington Boulevard. The County map, in turn, does not depict the planned extension of Fairmont Avenue to connect with Arlington.

To the north of the El Cerrito City limits, a section of the East Richmond Heights containing approximately 500 homes is in the City Sphere (see Map 3). The City General Plan indicates a slightly higher density range than the County General Plan Amendment adopted in 1976 (0 to 9 units per net acre versus 5 to 7 units per acre). The City map does not show a Neighborhood Business area near Arlington and Olive Avenues, as the County does. Also, for steep properties overlooking Wildcat Canyon Park, on the eastern edge of the area the County allows a wider band of developable sites than the City plan.

### **Consistency of Plans Within the City**

For the area within the El Cerrito City limits, the County General Plan has not been amended since 1963 and thus does not reflect any recent changes in land uses. The County map colors most of the City as Single Family Residential - High Density and shows a strip of Multiple Family Residential - Medium Density between San Pablo Avenue and the BART tracks. The County plan indicates only two small commercial areas along San Pablo Avenue and fails to recognize any of the large institutional, park, and open space properties in the City. Unlike the City map, the County classifies a long strip of land between I-80 and San Pablo Avenue in the northern half of El Cerrito as Industry, while the City designates it for Commercial.

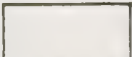

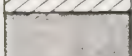







MAP 2  
KENSINGTON PLANNING AREA  
CONTRA COSTA COUNTY GENERAL PLAN

# LEGEND

	SINGLE FAMILY RESIDENTIAL -HIGH DENSITY
	NEIGHBORHOOD BUSINESS
	PUBLIC /SEMI-PUBLIC
	OPEN SPACE







# LEGEND



- SINGLE FAMILY RESIDENTIAL -HIGH DENSITY
- COMMERCIAL
- PUBLIC/SEMI-PUBLIC
- GENERAL OPEN SPACE





U.C. BERKELEY LIBRARIES



C124889459

